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BUREAU OF LAND MANAGEMENT

Justification for Appropriations, Fiscal Year 1969

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DEPARTMENT OF THE INTERIOR
Bureau of Land Management

Highlight Statement

The Bureau of Land Management manages for public use and general public benefit about 457 million acres of land, including 282 million acres in Alaska, and 175 million acres in the 11 western States. These lands possess valuable mineral, forest, range, watershed, recreation, and wild-life resources, and some have significant values to contribute to the commercial, industrial, residential, and environmental requirements of a growing nation.

This statement presents the major highlights of the FY 1969 budget to manage a varied, complex and intricately inter-related conservation program for the 457 million acres of public lands, and to meet pressing public use demands on the public lands.

Grazing Study

The problem of determining fair and equitable fees for grazing lands of comparable quality with private lands and public lands administered by BLM and USFS is a difficult and complex task. A joint BLM-Forest Service Study to determine comparable costs of grazing on public versus private lands was completed in 1967. The results of the study are still being analyzed by the Bureau, the Office of the Secretary, the Forest Service, and the Bureau of the Budget. These results should be available within the next year.

Timber Appraisals

About two years ago, the General Accounting Office directed attention to the lack of uniformity in timber appraisal methods among the Bureau of Land Management, Bureau of Indian Affairs, and the U.S. Forest Service. Since that time, a comprehensive study of timber appraisal has been undertaken with the objective of achieving uniformity by the agencies involved. The study involves three basic phases: (1) uniform appraisal procedures for the Douglas Fir region of western Oregon and Washington, (2) a uniform measurement system, and (3) a study of profit and risk in the timber industry of the Douglas Fir region.

A separate but related event was the establishment by the BLM in September, 1967, of an interim minimum appraisal system for its Douglas Fir timber sales. This interim appraisal system will not achieve uniformity with the Forest Service, but is an effort to bring appraisals and bids on BLM-appraised Douglas Fir timber, particularly one-bid sales, into closer ratio. This is an interim procedure by the BLM only, and we expect will be superseded by the uniform appraisal procedure for Douglas Fir once it is developed in final form.

Land Classification for Disposal

In 1967, the Congress extended the provisions of the Classification and Multiple Use Act to December 31, 1970. The Bureau anticipates that by 1969, the larger expanses of the public lands and a substantial portion of the smaller blocks will be classified under this authority. The Bureau will move into the classification of those areas where the most difficult land-use decisions must be made. Therefore, additional effort is required to maintain the established program of public participation, public meetings, and cooperation with local officials upon which all classification decisions are based. A \$100,000 increase is requested to permit the classification of an additional 850,000 acres of land tentatively identified as being most useful in non-Federal ownership and thus needing classification for disposal.

Recreation and Wildlife Program

In FY 1969, there will be an estimated 30 million recreation visitor days spent on the public lands. By FY 1973 this number is estimated to grow to almost 48 million recreation visitor days. Many of the visitors to the public lands come to hunt, fish, collect rocks, motorcycle, hike, sightsee, and perform other activities which do not necessarily require special facilities. However, about 7 million recreation visitor days in FY 1969 will be spent in camping, picnicking and other intensive-use activities which require some constructed facilities. By FY 1973 this number is expected to grow to 13.5 million recreation visitor days. In order to protect the safety and health of public lands users as well as to preserve the resources for continued use, the Bureau is planning to meet this increasing recreational use by constructing campsites and lesser facilities to protect and interpret significant natural, historical and archeological features. To begin to meet this responsibility to the public, the Bureau is requesting increases of \$100,000 in recreation management, \$105,000 in recreation facility operation and maintenance, and a recreation facility construction program of \$1,263,000. This will provide 570 family units at 17 significant sites including protection to one historical and one archeological site.

The Bureau also plans and undertakes development of wildlife habitat under multiple-use principles. The wildlife program, conducted with constant coordination and cooperation with State Fish and Game Departments and sportsmen's groups, helps to meet the growing demand for hunting and fishing opportunities and to enhance habitat for rare and endangered wildlife species.

In recognition of the importance of recreation and wildlife on the public lands, the bureau has established a separate budget subactivity for this program.

Oxbow Fire Salvage Program

On August 20, 1966, the Oxbow Ridge Fire in western Oregon timber country burned about 48,000 acres of private and public land and destroyed about 1 billion board feet of Douglas Fir timber, about 500 million board feet of it on Bureau lands. The damage from this fire presented a gigantic task of timber salvage and land restoration. The prompt response of your committee to our request for an emergency supplemental appropriation enabled the Bureau to begin salvage of our 500 million board feet of fire-damaged timber, to provide the necessary protection and rehabilitation, and to repair damaged roads and bridges. The Bureau sold the entire 500 million board feet of timber by early December 1967, about 16 months from the date of the fire, worth \$21 million. The prompt action salvaged for sale at least 75 million board feet of the 500 million board feet which would have otherwise been lost if the sale had been delayed.

Outer Continental Shelf Mineral Leasing

Rapidly expanding exploration of and minerals production from the Outer Continental Shelf (OCS) requires increased attention to evaluation of the Bureau's mineral leasing practices and procedures for the OCS. An increase of \$250,000 is requested for this evaluation directed toward assuring that the Government is maintaining an efficient process for handling the leasing program and receiving an adequate return for the value of the resource. The outlook for the future indicates that there will be increasing interest in the OCS minerals on the Gulf Coast, the Pacific Coast, and the Gulf of Alaska, and the untouched Atlantic seaboard. The analysis will consider the timing, size and location of lease offerings, possible alternative methods to the present method of cash bonus bidding, analysis of royalty and rental rates, and broad policy considerations such as National Security relationships, and encouragement of domestic minerals exploration.

Oil Shale Program

The Bureau has important responsibility in the Secretary's Oil Shale Development Program. The program proposes to develop the potential of the Oil Shale resources of the Green River Formation of Colorado, Utah and Wyoming. The first step is to clear up unresolved title questions on the major oil shale bearing lands encumbered with an estimated 52,500 mining claims which may be either valid or invalid so that development can proceed. The major portion of the richest domestic oil shale resources is on public lands, and the Bureau has complete responsibility for accomplishing the title clearance effort. Progress in accomplishing any Oil Shale Program is largely dependent upon early initiation of the title clearance effort. The Bureau is requesting a \$500,000 increase to accelerate this title clearance work in FY 1969. This amount includes Land Office work, field land classification and mineral examination, and cadastral surveys in a coordinated program to accomplish title clearance.

Clean-up Program

In conjunction with the increasing recreational use of the public lands particularly in areas where the Bureau has not had funds to construct facilities, the problem of littering has become enormous. The remains at undeveloped campsites are piles of garbage, paper, bottles and cans which deface the landscape and lead to problems of pollution and threats of fire damage. In addition, about 900 places on the public lands are being used as unauthorized dump sites for the accumulation of junk. The best long-range solution to both problems is prevention and public awareness. The Bureau is asking for an increase of \$105,000 to accomplish clean-up of about 400 undeveloped, but heavily used, recreation campsites and 37 dump sites, and to accelerate the program of public assistance through public service TV-radio announcements, litter bag distribution and local cooperation, with special emphasis on obtaining the cooperation of local authorities.

Fire Protection Program

The principal goal of protection is the prevention of fires, if possible, and maintaining the capability to control fires which do start. The Bureau has an active program which provides fire control training, a communications dispatch system, a cadre of trained personnel, and the beginning of a modernized fire equipment pool. Fire protection is currently suffering from having to rely on old, undependable motor vehicle and communications equipment, and from inadequate maintenance of the radio communications equipment. The Bureau is requesting a \$285,000 increase to replace old fire fighting vehicles, and obsolete radio communications equipment, and to improve radio system maintenance.

A key facility in the protection program is the Boise Interagency Fire Center at Boise, Idaho. In FY 1968, \$1.1 million was appropriated to construct the first phase of this facility. In FY 1969, the Bureau is requesting \$850,000 to construct the second phase. The facility will house operational and staff fire protection personnel for BLM, Forest Service and Weather Bureau and will be a base for training and dispatch of fire crews, directing suppression activities, storing supplies and maintaining air operations.

During 1966 and 1967, the Fire Center, operating from temporary facilities, made important contributions to fighting extensive fires raging throughout the northwest. During 1967 the Fire Center housed, fed, equipped, and transported fire suppression crews totaling about 8,000 men for the Bureau, the Forest Service, National Park Service and the State of Idaho.

Road Construction - Public Lands

An adequate system of roads and trails is essential to the proper management, use, protection, and rehabilitation of the public land administered by the Bureau. At present much of the land is accessible only by primitive, unsafe roads, and many thousands of additional acres are completely inaccessible because the Bureau lacks funds to acquire easements over surrounding private lands.

In this Budget for FY 1969, the Bureau is requesting an appropriation of liquidating cash amounting to \$4,500,000 to pay obligations incurred under existing authority for road construction contracts to be completed in FY 1969.

Summary of Budget Request

The estimate of direct appropriations for the Bureau is summarized below by major budget activity:

	<u>FY 1968</u>	<u>FY 1969</u>	<u>Increase + Decrease -</u>
	<u>(in thousands of dollars)</u>		
<u>Management of Lands and Resources</u>			
1. Realty and Mineral Leasing Service	\$ 6,263	\$ 6,696	\$+ 433
2. Resource Management, Conservation and Protection.....	35,401	36,604	+1,203
3. Cadastral Survey.....	5,188	5,315	+ 127
4. Fire Fighting and Rehabilitation..	1,000	1,000	---
5. General Administration.....	2,016	2,135	+ 119
Total, M.L.R.	<u>49,868</u>	<u>51,750</u>	<u>+1,882</u>
<u>Construction and Maintenance</u>			
1. Construction.....	2,270	2,316	+ 46
2. Maintenance.....	<u>1,630</u>	<u>1,840</u>	<u>+ 210</u>
Total, C&M.....	3,900	4,156	+ 256
<u>Public Lands Development Roads and Trails (liquidating cash).....</u>			
	<u>2,600</u>	<u>4,500</u>	<u>+1,900</u>
Grand Total.....	56,368	60,406	+4,038

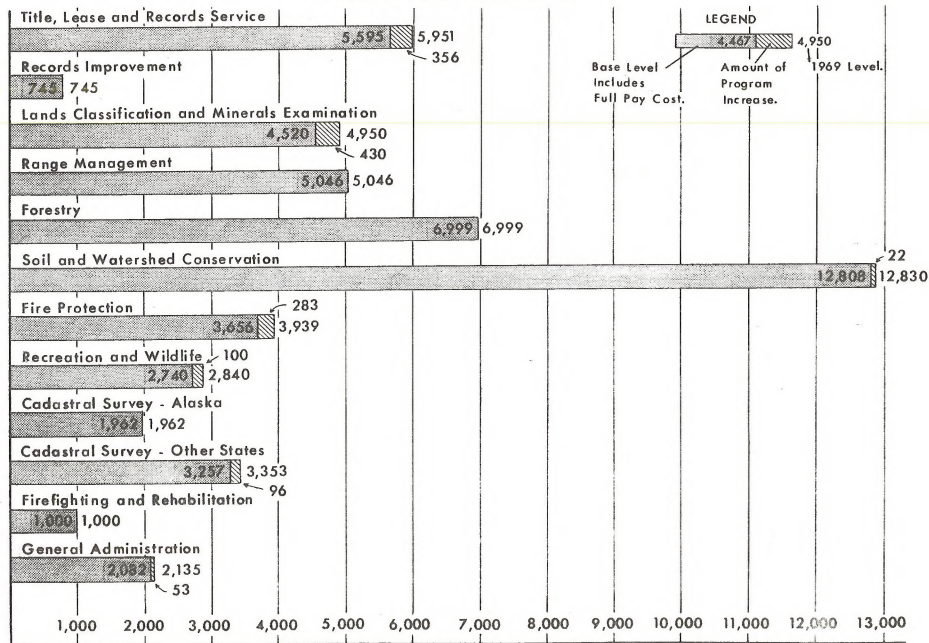
Receipts

The Bureau continues to produce substantial revenues for the U.S. Treasury and for public lands States and Counties. In FY 1969 receipts are estimated to be \$700 million, an increase of \$9 million over FY 1968. Of the \$700 million of receipts, \$560.2 million will be deposited in the General Fund of the Treasury, \$74 million will be paid to States and counties, \$64.3 million will be credited to the Reclamation Fund and \$1.5 million will be credited toward range improvements. Also, there is \$1 billion of OCS receipts in escrow from which the Treasury will receive a substantial portion upon settlement of the dispute with the State of Louisiana which is before the Supreme Court. Sources of these revenues are Outer Continental Shelf mineral leasing, on-shore mineral leasing, timber sales, grazing fees, sales of public lands and materials, and miscellaneous sources. In FY 1969, the amount of estimated revenues will be almost ten times the amount of operating appropriations requested for the Bureau.

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
COMPARISON OF 1969 OPERATING APPROPRIATIONS
WITH REVENUES PRODUCED FROM PUBLIC LANDS



U. S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES APPROPRIATION
FY 1969 PROGRAM INCREASES.



RECEIPTS BY SOURCES

The following table shows actual receipts of the Bureau of Land Management for fiscal years 1965, 1966, 1967, and estimated receipts for 1968 and 1969:

	<u>1965</u>	<u>1966</u>	<u>Actual 1967</u>	<u>1968</u>	<u>1969</u>
Sales, Public Lands and Materials.....	\$ 3,061,158	\$ 2,348,262	\$ 2,583,863	\$ 3,200,000	\$ 3,250,000
Fees and Commissions.....	3,817,957	3,853,974	3,268,243	4,150,000	4,200,000
Mineral Leasing.....	123,272,268	125,299,351	124,977,468	130,000,000	133,400,000
Mineral Leasing, Outer Continental Shelf.....	53,469,903	248,317,216	637,310,722	500,000,000	500,000,000
Grazing Fees.....	4,250,636	4,663,895	4,571,449	4,692,000	4,735,000
Right-of-Way Leases.....	243,477	180,438	217,301	200,000	200,000
Timber Sales.....	44,874,446	47,649,861	47,075,177	48,422,000	54,100,000
Miscellaneous Receipts....	610,102	597,103	343,457	300,000	300,000
Total.....	233,599,947	432,910,100	820,347,680	690,964,000	700,185,000

ALLOCATION OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES, 1967

State	Sales of public land and timber	Mineral leases and permits	Taylor grazing leases	Taylor grazing districts	Other	Total
Alabama	\$ 570	\$ 9,228	\$	\$		\$ 9,798
Alaska	3,120	7,636,895				7,640,015
Arizona	1,027	80,281	35,354	19,434		136,096
Arkansas	12	18,838				18,850
California	27,553	3,211,017	51,850	6,583		3,297,003
Colorado	8,073	3,436,323	12,490	19,718		3,476,604
Florida		287				287
Idaho	17,844	249,517	9,237	31,545		308,143
Illinois		15				15
Kansas		135,330	47			135,377
Louisiana	466	199,871				200,337
Michigan	90	1,857				1,947
Minnesota						
Mississippi	380	8,075				8,455
Missouri	2					2
Montana	6,982	2,130,574	34,534	23,313	62,175 <u>1/</u>	2,257,578
Nebraska		679	99			778
Nevada	42,403	400,382	7,524	59,031		509,340
New Mexico	20,308	11,753,529	10,663	48,905	1,923 <u>1/</u>	11,835,328
North Dakota	4	236,840	1,762			238,606
Oklahoma	5,955	128,600	(60)			134,495
Oregon	68,889	1,820	18,542	26,003	22,005,919 <u>2/</u>	22,121,173
South Dakota	75	32,085	13,877			46,037
Utah	1,573	3,160,478		37,163	110 <u>1/</u>	3,199,324
Washington	3,262	146	5,698			9,106
Wisconsin	6					6
Wyoming	3,891	15,095,536	82,826	40,603		15,222,856
Total	\$212,485	\$47,928,203	\$284,443	\$312,298	\$22,070,127	\$70,807,556

1/ Executive Orders 10787, Nov. 6, 1958, and 10890, Oct. 27, 1960 from grazing.
2/ From "O&C lands, \$21,761,278; Coos Bay Wagon Road Lands, \$244,641.

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Appropriation, 1967	\$ 48,855,000	
Supplemental appropriation, 1967	800,000	
Second supplemental appropriation, 1967	<u>7,426,000</u>	
Total appropriation, 1967		\$ 57,081,000

Transfers to:

"Operating Expenses, Public Buildings Service, "General Services Administration	-120,395	
"Salaries and Expenses, Office of the Secretary	<u>-187,400</u>	
Total available, 1967		56,773,205

Appropriation, 1968	49,253,000	
Pay cost supplemental	<u>733,000</u>	
Total appropriation, 1968		49,986,000

Transferred to "Operating Expenses, Public

Buildings Service," General Services Administration	-118,100	
Total available, 1968		49,867,900

Summary of Increases and Decreases, 1969

	Base for <u>1969</u>	Increase <u>1969</u>
<u>Realty and mineral leasing services</u>		
To provide for increased pay costs for 1968 positions		+77,600

(a) Title lease and records service

Support clearing of title to oil shale lands in Colorado, Utah and Wyoming; increased efforts in compliance review under Civil Rights Act of 1964 and Executive Order 11245 Improve adminis- tration of mineral leasing on Outer Continental Shelf lands	\$ 265,000	\$ 365,000
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Management of Lands and Resources

Summary of Increases and Decreases - Continued

	Base for 1969	Increase 1969	
Non-recurring cost due to transfer for Departmental Library	\$ 9,500	\$- 9,500	\$ +355,500
<u>Resource management conservation and protection</u>			
To provide for increased pay costs for 1968 positions			+381,000
(a) <u>Land classification and mineral examination</u>			
To provide for oil shale title clearance and accelerate land disposal classifications	774,000	+435,000	
(e) <u>Fire protection</u>			
To provide for replacement of old firefighting equipment and improvement of the operation and maintenance of the radio communica- tion system	761,000	+285,000	
(f) <u>Recreation and wildlife</u>			
To accelerate recreation site planning and permit a study of desert recreation potential	25,000	+100,000	
<u>Other increases</u>			
To provide for payment to Bureau of Employee Compensation (Soil and watershed conservation)	73,000	+ 30,000	

Management of Lands and Resources

Summary of Increases and Decreases - Continued

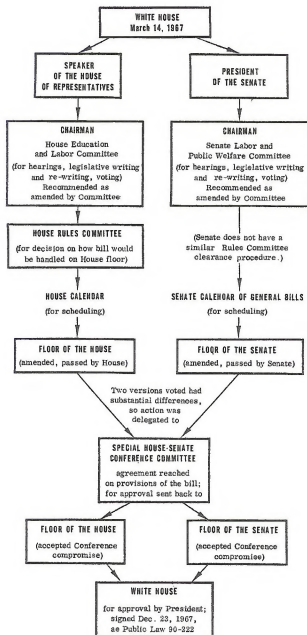
	Base for <u>1969</u>	Increase <u>1969</u>	
<u>Other decreases</u>			
Non-recurring cost due to transfer to Office of Secretary for Departmental Library	\$ 28,000	<u>\$- 28,000</u>	+822,000
<u>Cadastral surveys</u>			
To provide for increased pay costs for 1968 positions			+ 31,000
(a) <u>Other states</u>			
Increase will be used to assist in oil shale title clearance by locating mining claims, and delineating areas for test and development programs . .	3,238,400	+100,000	
Non-recurring cost due to transfer to Office of Secretary for Departmental Library	4,400	<u>- 4,400</u>	+ 95,600
<u>General administration</u>			
To provide for increased pay costs for 1968 positions			+ 66,400
The increase will provide for additional administrative services required by the increased program	2,015,600	+ 53,000	<u>+ 53,000</u>
Net increase, 1969			<u>1,882,100</u>
Budget estimate, FY 1969			51,750,000

BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

Sub-Activity	Fiscal Year 1967 Amount Available	1968			Amount Available
		Total Appropriation	Pay Cost Supplemental	Transfers ^{1/}	
1. Realty and mineral leasing services:					
(a) Title, lease and records service....	\$ 5,253,032	\$ 5,330,200	\$189,000	\$- 1,700	\$ 5,517,500
(b) Records Improve- ment.....	681,716	723,400	22,000	---	745,400
2. Resource management conservation and protection:					
(a) Land classifica- tion and mineral examination.....	4,323,907	4,331,000	144,000	- 7,800	4,467,200
(b) Range management...	5,183,943	4,873,000	145,000	- 11,700	5,006,300
(c) Forestry.....	6,863,262	6,967,700	---	- 20,900	6,946,800
(d) Soil and watershed conservation.....	13,359,812	12,627,000	89,000	- 56,500	12,659,500
(e) Fire protection....	3,597,154	3,598,400	55,000	- 18,200	3,635,200
(f) Recreation and wildlife.....	2,370,248	2,686,000	---	---	2,686,000
3. Cadastral Survey:					
(a) Alaska.....	1,677,048	1,914,000	36,000	---	1,950,000
(b) Other States.....	3,088,894	3,186,700	53,000	- 1,300	3,238,400
4. Firefighting and rehabilitation.....	8,100,000	1,000,000	---	---	1,000,000
5. General adminis- tration.....	1,943,649	2,015,600	---	---	2,015,600
Unob. balance lapsing	330,540	---	---	---	---
Total.....	56,773,205	49,253,000	733,000	-118,100	49,867,900

^{1/} Represents transfers to General Services Administration.

LEGISLATIVE STEPS BEHIND PASSAGE
OF 1967 OEO BILL



University Professor "Retires;" Takes Teaching Job At Center

The 79-year-old former college professor had just finished explaining fractions to a Trapper Creek corpsman when he came to the phone to answer questions from a *Newsletter* reporter. If Dr. Joseph Kramer, a VISTA volunteer at the Montana Conservation Center, should ever say his life is the usual story, don't believe him.

Born in the Baltic state of Lithuania, then part of the Russian Empire ruled by Tsar Alexander III, Dr. Kramer began his education with the idea of becoming a rabbi. Somewhere along the way, he changed his mind, immigrated to the United States, worked in a variety of hard labor jobs and wound up as a student at the University of Nebraska. During these student days, he supported himself by working as a lumberjack in the summer.

After college he went to work for the Forest Service in New Mexico, then returned to the University for a teaching job and his doctorate in botany. In 1930 he joined the faculty of the University of Montana in Missoula. He taught there for some thirty years and after retirement went to the University of Michigan for two more years.

Tutoring Capacity

Dr. Kramer arrived at Trapper Creek about 10 months ago. Most of his teaching hours are devoted to tutoring corpsmen on a one-to-one basis in reading and math. He also participates in the world of work program as a supplemental instructor.

A physical culturist, he tries to walk three or four miles a day. The below-zero Montana winter weather



Photo courtesy "Daily Ravalli Republican"
After more than 30 years of botany on the university level, it's reading and math at a Job Corps center for Dr. Joseph Kramer, VISTA volunteer at Trapper Creek Center.

BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

Activity	FY 1967 Amount Available	FY 1968 Amount Available	FY 1969 Estimates	Increase (+) Decrease (-) 1969 Compared with 1968		BLM Page Ref- erence
				Total	Pay Cost ^{1/} Program	
<u>1. Realty and mineral leasing services:</u>						
(a) Title, lease and records service.....	\$ 5,253,032	\$ 5,517,500	\$ 5,951,000	\$ +433,500	\$ +77,600	\$ +355,900 17
(b) Records Improve- ment.....	681,716	745,400	745,000	-400	---	-400 21
<u>2. Resource management conservation and protection:</u>						
(a) Land classifica- tion and mineral examination.....	4,323,907	4,467,200	4,950,500	+483,300	+53,000	+430,300 24
(b) Range management....	5,183,943	5,006,300	5,045,700	+ 39,400	+46,000	-6,600 36
(c) Forestry.....	6,863,262	6,946,800	6,998,700	+ 51,900	+58,000	-6,100 38
(d) Soil and water- shed conservation...	13,359,812	12,659,500	12,830,100	+170,600	+149,000	+ 21,600 41
(e) Fire protection.....	3,597,154	3,635,200	3,939,000	+303,800	+21,000	+282,800 46
(f) Recreation and wildlife.....	2,370,248	2,686,000	2,840,000	+154,000	+54,000	+100,000 49
<u>3. Cadastral Survey:</u>						
(a) Alaska.....	1,677,048	1,950,000	1,962,000	+ 12,000	+12,000	--- 59
(b) Other States.....	3,088,894	3,238,400	3,353,000	+114,600	+19,000	+ 95,600 60
<u>4. Firefighting and rehabilitation.....</u>	8,100,000	1,000,000	1,000,000	---	---	--- 63
<u>5. General adminis- tration.....</u>	1,943,649	2,015,600	2,135,000	+119,400	+66,400	+ 53,000 65
Unob. balance lapsing.	330,540	---	---	---	---	---
Total.....	<u>56,773,205</u>	<u>49,867,900</u>	<u>51,750,000</u>	<u>+1,882,100</u>	<u>+556,000</u>	<u>+1,326,100</u>

^{1/} To provide for increased pay costs for fiscal year 1968 positions.

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Activity	FY 1967	FY 1968	FY 1969 Estimate	Increase (+) or Decrease (-)		
	Amount	Amount		1969 compared with 1968		
	Available	Available		Total	Pay Cost ^{1/}	Program
1. <u>Realty and mineral leasing services:</u>						
(a) Title, lease and records service	\$5,253,032	\$5,517,500	\$5,951,000	+\$433,500	\$77,600	\$355,900
(b) Records improvement	681,716	745,400	745,000	- 400	-	- 400
Total	5,934,748	6,262,900	6,696,000	+ 433,100	77,600	+355,500

^{1/} To provide for increased pay costs for 1968 positions.

(a) Title, Lease and Records Services: FY 1968, \$5,517,500; FY 1969, \$5,951,000; increase \$433,500. The increase consists of:

	<u>Increase (+) or Decrease (-)</u>	<u>Total</u>	
	<u>Amount</u>	<u>Positions</u>	<u>Program</u>
			<u>Explanation</u>
(1)	\$+77,600	--	-- Increased pay costs
(2)	+50,000	+5	\$200,000 Review of contractors and Federal financial assistance grants for Office for Equal Opportunity for compliance with Civil Rights Act.
(3)	+65,000	+10	75,000 To support Secretary's program to clear title to Oil Shale lands in Colorado, Utah, and Wyoming.
(4)	+250,000	+14	355,000 To improve administration of mineral leasing on Outer Continental Shelf lands.
(5)	<u>-9,100</u>	<u>--</u>	-- Transfer of library costs to the Office of the Secretary.
	+433,500	+29	

Equal Employment Opportunity Compliance Review

Need for Increase: To administer the provisions of Title VII of the Civil Rights Act of 1964, Executive Order No. 11246, and the Regulations of the Department of Labor regarding Equal Employment Opportunity, the Office of Federal Contract Compliance has assigned to the Bureau of Land Management the responsibility to make compliance reviews of 108 firms who have contracts or leases primarily with BLM. Regulations require periodic review of the Equal Employment Opportunity policies and practices of the firms, their subsidiaries, their sublessees, and their subcontractors. Reviews are required at both headquarters and branch offices. In addition, compliance reviews are made of States and their instrumentalities to whom Federal financial assistance is given. The annual compliance review workload as of September 30, 1967, was 1,937 reviews under Title VII and 36 reviews under Title VI. Our current staffing and funding permits accomplishment of only 300 to 400 reviews per year. The \$50,000 increase would allow an additional 150 to 200 reviews per year to be accomplished.

Plan of Work: The plan of work is to make 450 to 600 reviews which would include all assigned contractor and lessee headquarters offices and about 20% of their branch offices and subcontractor offices. It would include 36 reviews of Federal financial assistance recipients.

Title, Lease and Records Service for Oil Shale

Need for Increase: This increase of \$65,000 will provide the necessary title, lease and records services required to initiate work on the Title Clearance portion of the Secretary's Five-Point Oil Shale Development Program to be undertaken in Colorado, Utah, and Wyoming. Title work, records services, and adjudications will be required on most of the estimated 52,500 claims in the Oil Shale area of about 12,000 square miles. The Title Clearance Program requires coordinated efforts with the Land Classification and Mineral Examination and Cadastral Survey activities. Increases to conduct this program are also discussed under those activities.

Plan of Work: Provide title, lease and records service in support of the title clearance effort. Initiate contests on those claims which are believed to be invalid among 1,800 post-1920 claims in high priority areas and hold hearings on contests.

Outer Continental Shelf (OCS) Mineral Leasing

Need for Increase: The increase of \$250,000 will be used to undertake an evaluation of the Bureau's mineral leasing practices and procedures for the valuable minerals of the Outer Continental Shelf. The evaluation will be directed to assuring that the Government is (1) maintaining an efficient process for handling the leasing program, and (2) receiving an adequate return for the value of the resource. Rapidly expanding exploration of and production from the OCS requires increased attention to this program. In 1965 and 1966, three small areas in the Gulf of Mexico and one area off the California coast were offered for competitive leasing. The resulting sale produced receipts of \$250 million. In 1967, total receipts from OCS leasing were \$637.3 million. A single sale of leases offered for an area off the Louisiana coast resulted in receipts of more than \$500 million. The total amount of all bids made in this one sale was \$1.6 billion, illustrating the high value of resources involved, the national significance of the resource, and availability of capital which industry is willing to invest in OCS leases.

The outlook for 1968, 1969 and beyond indicates increasing interest in the leasing of OCS minerals on the Gulf coast, the Pacific coast, the Gulf of Alaska, and the untouched Atlantic seaboard. Analyses should be made of the economic potential of such an important resource to insure that proper practices are followed in its administration and development.

Plan of Work: In addition to handling the continuing leasing workload, the Bureau will give increased attention to the following studies of the economic and lease administration aspects of the OCS program.

- a. Study the timing of lease sales, the size of areas offered and the location of offerings to develop an optimum leasing schedule.
- b. Establishment of realistic minimum acceptable bids.
- c. Comparison of the current method of awarding leases to the highest cash bonus bid with alternative methods and the methods used by States and foreign countries in order to determine the best practice.
- d. Analysis of the current royalty and rental rates.
- e. Study of broad policy considerations, such as national security, the need to encourage domestic exploration and other factors of National interest.

The workload in the leasing program is estimated as follows:

FY 1968		FY 1969	
Acres Leased	Number of Leases	Acres Leased	Number of Leases
1,100,000	300	1,300,000	350

Program of Continuing Work: The Bureau will continue to render prompt and accurate service to the public and other Federal, State and local agencies through providing current land status and other information about the public lands, the public land laws, and the mining and mineral leasing laws.

Priority is given to completing realty transactions essential to support Departmental Programs and to fulfill obligations to the public under existing public land laws. Emphasis is placed on close cooperation with local planning and governing authorities to aid them in determining how public lands can help meet their needs for land for urban expansion, recreational use, and other public uses.

The backlog of cases in the Land Offices will remain at the present level of 23,000 cases (11,000 lands cases, 12,000 minerals cases). Even though the total number of petition-applications being filed has been decreasing in past years, a greater number of those being filed today are free of disqualifying defects and require action through to a decision stage. Consequently, the time effort required for each case filed has increased substantially, and more of the petition-applications filed receive action favorable to the applicant.

Estimates of various components of the workload include the following:

<u>Estimated Number of Public Inquiries</u>	<u>FY 1969</u>
Land Offices	275,000
Washington Office	<u>20,000</u>
Total	295,000

Mineral Leasing Program (excluding OCS)

<u>Type</u>	<u>Acres under Lease and Permit</u>		<u>Number of Leases & Permits Issued</u>		<u>Number of cases</u>	
	<u>FY 1968</u>	<u>FY 1969</u>	<u>FY 1968</u>	<u>FY 1969</u>	<u>FY 1968</u>	<u>FY 1969</u>
Oil and Gas (on-shore)	9,936,000	10,000,000	14,300	17,000	53,700	55,000
Coal	597,000	520,000	300	300	400	400
Other	<u>785,000</u>	<u>620,000</u>	<u>600</u>	<u>600</u>	<u>800</u>	<u>600</u>
Total	11,318,000	11,140,000	15,200	17,900	54,900	56,000

(b) Records Improvement: FY 1968, \$745,400; FY 1969, \$745,000, a decrease of \$400 from transfer of library costs.

Plan of Work: Records improvement is the construction of new land status records in each Land Office to replace the original records which are becoming worn or illegible through age and use. Through the new records system, which also makes use of modern reproduction equipment, Land Offices can provide land status information quickly and economically to anyone needing it, including members of the public.

In FY 1968, new records are being constructed for Oregon, and preliminary data assembly is underway for Idaho records.

In FY 1969, new records for Oregon will be completed. Work on new records for Idaho will be initiated. Preliminary data assembly will begin for the Sacramento Land Office of California.

In FY 1970, new records for Idaho should be completed and construction of new records for the Sacramento Land Office should be underway. The objective is to complete the installation of new records in both the Sacramento and Riverside Land Offices by the end of FY 1973.

Records improvement work has been completed and new records are installed in Alaska, Arizona, Colorado, Montana, Nevada, New Mexico, Oklahoma, Utah, and Wyoming, and for portions of Kansas, Nebraska, North Dakota, and South Dakota. Completed records are scheduled for Oregon in FY 1969, for Idaho in FY 1970, and for California by FY 1973.

Status of Program

The principal program goal for the Realty and Mineral Leasing Services activity is to provide prompt and efficient services to the public and governmental agencies and to execute a well-planned disposal program in areas where non-Federal ownership is more appropriate.

The lease and disposal of non-renewable natural resources generates substantial income in excess of operating expenses. Total receipts from lands and minerals programs for the past year and those estimated for the current and budget years are as follows:

	<u>Outer Continental Shelf</u>	<u>All Others</u>	<u>Total</u>
1967	\$637,310,722	\$130,829,574	\$768,140,296
1968	500,000,000	137,350,000	637,350,000
1969	500,000,000	140,850,000	640,850,000

Among the National benefits derived from the public lands are the minerals produced under lease and permit. Following is a table indicating production for the past several years.

Mineral Production from Lands under BLM Jurisdiction

<u>Type of Land & Mineral</u>	<u>Unit</u>	<u>Fiscal Year</u>		
		<u>1965</u>	<u>1966</u>	<u>1967</u>
<u>1. Off-Shore</u>				
Petroleum	Million barrels	122.5	145.0	188.7
Natural Gas	Trillion cu.ft.	621.7	645.6	1,007.4
Sulphur	Million tons (long)	0.6	1.1	1.4
<u>2. On-Shore</u>				
Petroleum	Million barrels	186.4	189.7	196.8
Natural Gas	Trillion cu.ft.	497.7	460.8	521.1
Gasoline & Liquid Petroleum Gas	Million gallons	665.3	711.3	807.5
Potash	Million short tons	16.3	17.8	17.3
Coal	Million short tons	5.9	5.9	7.1
Phosphate	Million short tons	1.4	2.6	2.0
Sodium	Million short tons	1.5	1.5	1.6

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Activity	FY 1967	FY 1968	FY 1969 Estimate	Increase (+) or Decrease (-)		
	Amount	Amount		1969 compared with 1968		
	Available	Available		Total	Pay Cost ^{1/}	Program
2. <u>Resource management</u>						
<u>conservation and</u>						
<u>protection:</u>						
(a) Land classifica- tion and mineral examination.....	\$ 4,323,907	\$ 4,467,200	\$ 4,950,500	\$+ 483,300	\$+ 53,000	\$+430,300
(b) Range management...	5,183,943	5,006,300	5,045,700	+ 39,400	+ 46,000	- 6,600
(c) Forestry.....	6,863,262	6,946,800	6,998,700	+ 51,900	+ 58,000	- 6,100
(d) Soil and watershed conservation.....	13,359,812	12,659,500	12,830,100	+ 170,600	+149,000	+ 21,600
(e) Fire protection....	3,597,154	3,635,200	3,939,000	+ 303,800	+ 21,000	+282,800
(f) Recreation and wildlife.....	2,370,248	2,686,000	2,840,000	+ 154,000	+ 54,000	+100,000
Total.....	<u>35,698,326</u>	<u>35,401,000</u>	<u>36,604,000</u>	<u>+1,203,000</u>	<u>+381,000</u>	<u>+822,000</u>

^{1/}To provide for increased pay costs for 1968 positions.

(a) Land Classification and Mineral Examination: FY 1968, \$4,467,200; FY 1969, \$4,950,500, increase of \$483,300. The increase consists of:

	<u>Increase (+) or Decrease (-)</u>		<u>Total Program</u>	<u>Explanation</u>
	<u>Amount</u>	<u>Positions</u>		
(1)	\$+53,000	-	-	Increased pay costs.
(2)	+335,000	+35	\$485,000	For classification and examination work in the Oil Shale Title Clearance Program in Colorado, Wyoming and Utah.
(3)	+100,000	+10	724,000	To accelerate land disposal classifications.
(4)	<u>-4,700</u>	<u>-</u>	-	Transfer of library costs to Office of the Secretary
	<u>483,300</u>	<u>+45</u>		

Oil Shale Title Clearance:

Need for Increase: The increase of \$335,000 will permit initiation of a field mineral examination and land classification program to clear title to the oil shale bearing lands of the Green River Formation in Colorado, Utah, and Wyoming. Title to these lands is encumbered by an estimated 52,500 mining claims located both for oil shale and for intermingled metalliferous minerals.

When the Secretary of the Interior announced the Oil Shale Development Program, he pointed out that mounting demands for energy in the United States have made it increasingly important to develop oil shale to the point where it can make a contribution to meeting these energy demands. The oil shale resources are of tremendous importance to the nation because of the vast quantity of their energy and other mineral (sodium and aluminum) reserves. The oil shale formation is estimated to contain oil reserves which are fifty times larger than the Nation's presently proved oil reserves.

The Oil Shale Development Program as outlined by the Secretary of the Interior contains briefly the following items:

1. Title clearing of public oil shale bearing lands in Colorado, Utah and Wyoming.
2. Possible land exchanges to permit some consolidation of private holdings which are at present too scattered for efficient mining operations.
3. Development of economic processes for the recovery of oil and associated minerals from shale.
4. Development of processes to retort the oil from the shale in situ.
5. Research and investigation to develop more information about the location, characteristics, and values of the oil shale and other associated minerals and their development consistent with sound conservation and environmental protection principles.

The major portion of the richest domestic oil shale resources are on public lands. The Bureau has the entire responsibility for action to clear title to public oil shale bearing lands in the Green River Formation. Progress in accomplishing the entire Oil Shale Program is largely dependent upon early initiation of title clearance.

The increase requested is supported by other requested increases in the Title, Lease, and Records Services subactivity and the Cadastral Survey activity.

Following is a summary of the total Title Clearance funding for FY 1969 showing all subactivities involved:

Total Oil Shale Development Title Clearance Program For FY 1969

<u>Appropriation/Activity</u>	<u>Increase(+) or Decrease(-)</u>		<u>Total Program</u>
	<u>Amount</u>	<u>Positions</u>	
<u>Management of Lands & Resources</u>			
1. <u>Realty & Mineral Leasing Services</u>			
(a) Title, Lease and Records Services....	\$ +65,000	+10	\$75,000
2. <u>Resource Management, Conservation and Protection</u>			
(a) Land Classification and Mineral Examination.....	+335,000	+35	485,000
3. <u>Cadastral Survey</u>			
(b) Other States.....	+100,000	+5	100,000
Total Program.....	+500,000	+50	660,000

Title Clearance includes abstracting of mining records in county courthouses, field investigation of individual mining claims and the initiation of contests on a series of mining claim cases concerning the bona fides of the locators and legality of the mining locations. The first cases would be concerned with post-1920 claims which were located for the metalliferous minerals intermingled with the oil shale deposits. Similar work would be undertaken later on the pre-1920 claims located for oil shale. The title clearance effort is an estimated six-year program requiring case review and follow-up action on an estimated 36,000 pre-1920 locations and 16,500 post-1920 locations or a total of about 52,500 individual cases.

The need to clear title to public oil shale bearing lands is of paramount importance since it must precede any management or development program. Deferring the resolution of this problem will substantially increase the ultimate program cost. Each year adds to deterioration and disappearance of on-the-ground evidence of exploration activity; locators or their heirs or successors die or move away, multiplying the problems of determining the status of the claims and bringing them to resolution.

Plan of Work: The plan of work involves two phases. The first efforts will include detailed examination of selected representative claims. Pertinent issues are currently involved in administrative contest hearings on questions of timeliness and sufficiency of discovery on pre-1920 oil shale locations. Appeals from the hearing decisions are expected to be carried to the highest administrative level and the questions will undoubtedly go to the Supreme Court for final decision.

The long range program effort is based on a favorable resolution of these questions. If unfavorable, an estimated 40% additional workload for individual detailed mining claim examination and investigation will result.

Highest priority test cases will emphasize work in:

- a. Bureau of Mines test sites (Colorado and Wyoming) including the probable nuclear test site.
- b. Possible Research and Development leasing areas.
- c. Possible exchange areas.

The second phase is devoted to area examinations. The examinations will be on post-1920 claims, most of which are recent (1966) and are believed to be essentially paper locations for dawsonite, platinum, and other metalliferous minerals. The Government's position has essentially been determined and the field work will be of a broad general nature with little detailed examination necessary. Where evidence indicates invalidity, contests will be initiated. Opportunity for hearings will be available to claimants under existing procedures.

There are several factors which favor the initiation of the title clearance program in the entire three-state area rather than in selected smaller areas. Eventually it will be necessary to abstract mining claim records in all of the county courthouses of the oil shale area. Also, an area examination of all the oil shale lands will be required. In the long run it is more efficient and less expensive to complete all of the records abstracting and area examination work required for an entire oil shale basin than to do the job selectively over a longer time interval.

Further, in the separate oil shale basins where mining claims were located for different kinds of minerals, different issues which will require resolution in test cases can be involved in the test cases. In order to have a clearer plan for development, i.e., which lands will be available, it is important to settle as many of the various issues as soon as possible.

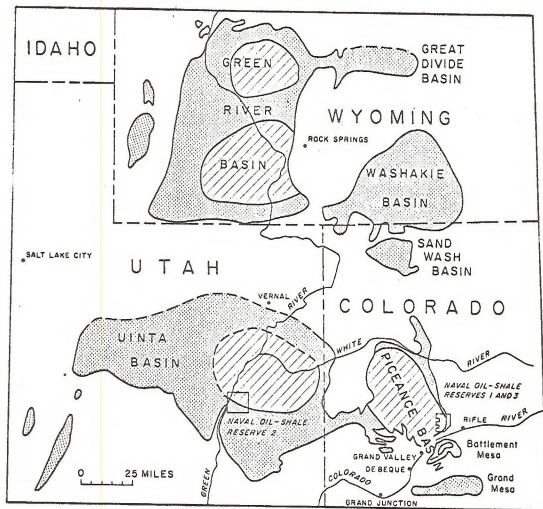
Following are two tables and a map with information about U.S. Oil Shale deposits. The source of this material is J. J. Ryan and J. G. Welles, Regional Economic Impact of a U.S. Oil Shale Industry, (Industrial Economics Division, Denver Research Institute, University of Denver, July, 1966). Table 1 indicates the known and potential deposits of Shale Oil in the U.S. and shows that the Green River Formation is the richest. Map 1 is a map of the Green River Formation and Table 2 details the Shale Oil Resources of the sub-basins of the Green River Formation.

—Shale oil resources of the United States, in billions of barrels

[ne, no estimate. Estimates and totals rounded]

Deposits	Recoverable under present conditions	Marginal and submarginal (oil equivalent in deposits)							Oil equivalent in deposits				
	Known resources				Order of magnitude of possible exten- sions of known resources			Order of magnitude of undiscovered and unappraised resources			Order of magnitude of total resources		
	10-100	25-100	10-25	5-10	25-100	10-25	5-10	25-100	10-25	5-10	25-100	10-25	5-10
Range in grade (oil yield, in gal- lons per ton of shale)-----	10-100	25-100	10-25	5-10	25-100	10-25	5-10	25-100	10-25	5-10	25-100	10-25	5-10
Green River Formation, Colorado, Utah, and Wyoming-----	80	520	1,400	2,000	600	1,400	2,000	-----	-----	-----	1,200	2,800	4,000
Devonian and Mississippian shale, Central and Eastern United States -----	None	None	200	Small	None	800	1,800	-----	-----	-----	-----	1,000	2,000
Marine shale, Alaska-----	Small	Small	Small	Small	250	200	Large	-----	-----	-----	250	200	Large
Shale associated with coal -----	do	do	do	ne	Small	Large	do	60	250	210	60	250	210
Other shale deposits -----	do	do	Small	ne	ne	ne	ne	500	22,000	134,000	500	22,000	134,000
Total-----	80	520	1,600	2,200	850	2,400	3,800	550	22,000	134,000	2,000	26,000	140,000

Green River Formation of Colorado, Utah, and Wyoming



EXPLANATION



Area underlain by the Green River Formation in which the oil shale is unappraised or low grade



Area underlain by oil shale more than 10 feet thick, which yields 25 gallons or more oil per ton of shale

SHALE OIL RESOURCES - GREEN RIVER FORMATION

(in billions of barrels of oil equivalent)

	5-10 Gals Per Ton	10-25 Gals Per Ton	25-65 Gals Per Ton	Total
Colorado - Piceance Basin	200	800	480	1,480
Utah - Uinta Basin	1,500	230	90	1,820
Wyoming - Washakie Basin and Green River Basin	<u>300</u>	<u>400</u>	<u>30</u>	<u>730</u>
Total	2,000	1,430	600	4,030

Initially, the number of claims cleared will be small, but should rise very rapidly during the third and fourth years of the project as unanswered contests are closed and decisions on test cases are issued and appeals resolved.

The schedule for the first year (FY 1969) includes:

- a. Preparation and initiation of test cases on dawsonite claims and other types of post-1920 claims;
- b. Preparation and initiation of additional test cases on oil shale claims involving issues not settled in present cases;
- c. Bring to contest stage claims believed to be invalid in all high priority areas;
- d. Begin to secure abstract and title data for Piceance Creek Basin, Colorado; Uinta Basin, Utah; and Green River Basin, Wyoming.
- e. Automate title and abstract data above.

Land Classification for Disposal:

Need for Increase: The Classification and Multiple-Use Act and other acts have provided a means of classifying lands for disposal and retention. Disposal classifications recognize local land use planning efforts. Once classification is accomplished there is an improved basis on which to (1) dispose of public lands which can be put to best use in non-Federal ownership, and (2) develop long range plans for lands which should be retained and managed for multiple use.

The \$100,000 increase will permit the classification for disposal of an additional 850,000 acres of land already tentatively identified as being most useful in non-Federal ownership. Through a Government-motion program, land can be disposed of more systematically and economically than through the existing haphazard petition-application system. In FY 1967, it cost about \$250 to perform the field classification on the average petition-application which involved 150 acres. Based on FY 1967 experience, only 400 petitions involving about 60,000 total acres could be processed with \$100,000. It is evident that Government-motion classification is over-all a more efficient and economical method of disposal.

Plan of Work: During FY 1969, the general boundaries of most disposal areas will be identified and material showing the location, present use, and other data about these areas will be prepared. This material will be used in discussions with interested groups and at public meetings to assist in making the proper classification decisions for disposal and transfer of lands. It is anticipated that lands classified for disposal will be those public lands which are valuable chiefly for local public use, community growth, private development, or satisfaction of land obligations to States. The West is the fastest growing region in the Nation and rapid urban expansion is evident in many areas.

Through FY 1969, the larger expanses of the public lands and a substantial portion of the smaller blocks and tracts will be classified. The unclassified lands in the western States (approximately 26 million acres) will be mostly those blocks and tracts where land-use decisions are most difficult because of dynamic land-use patterns and local land planning difficulties.

The Bureau will move into the classification of those areas where the most difficult land-use decisions must be made. Additional effort is required to maintain the established program of public participation, public meetings, and cooperation with local officials upon which the Bureau has based all classifications. More time and effort will be necessary to achieve decisions that are both acceptable to all concerned parties and in the public interest.

Plan of Continuing Work: In addition to accelerated work under the proposed increases, attention will be given to the recurring annual workload in the lands and minerals program.

Field examination of about 4,200 petition-applications will be completed.

In Arizona, efforts will continue in the program which was begun in FY 1968 to transfer 600,000 acres of public domain to the State of Arizona in satisfaction of Arizona's outstanding lieu land selection rights.

In Idaho, efforts to settle problems in the Snake River Omitted Lands area will be accelerated as the workload in the Desert Lands Entry Program diminishes.

The land exchange program will be continued, utilizing lands classified for disposal and best adapted to exchange. Leases and permits will be issued to permit special uses of the public lands including rights-of-way and easements.

Review of lands previously withdrawn for specific purposes will continue as a part of the land tenure adjustment program. Restorations are made after determination that the need for withdrawal no longer exists.

Appropriate and reasonable surface restoration requirements are made a part of mineral leases and mineral sales to control surface damage. Priority is given to processing cases involving mining projects, and to mineral trespass investigations.

The estimated workload and accomplishments for FY 1968 and FY 1969 are as follows:

Action	FY 1968		FY 1969	
	Acres	No.	Acres	No.
<u>Land Transfers</u>				
Private Exchanges	354,000	330	338,000	325
State Exchanges	140,000	60	167,000	70
State Selections	1,390,000	460	3,337,000	900
Recreation & Public Purposes Act	49,000	330	45,000	365
Mining Claims	16,500	850	9,000	830
Other ^{1/}	510,500	6,400	412,000	4,200
TOTAL	2,460,000	8,430	4,308,000	6690
<u>Withdrawals & Restorations</u>				
	1,234,000	400	560,000	400

^{1/} Includes transfers of title under the Public Land Sale Act, Taylor Grazing Act, Desert Land Entry Act, Mining Claim Occupancy Act, Color-of-Title, Small Tract Act, various agricultural entry acts, etc.

	FY 1968		FY 1969	
	Acres Classified	Public Meetings	Acres Classified	Public Meetings
<u>Land Classification -</u> <u>Base Program 1/</u>	103,523,000	495	64,945,000	475
<u>Land Classification Increase</u>				
Disposal	---	---	850,000	---
TOTAL - Base & Increase	103,523,000	495	65,795,000	475

1/ Includes Alaska

Type of Action	Unit	FY 1968	FY 1969
1. <u>Trespass Abatements</u>			
a. Occupancy	No.	130	190
b. Use	No.	250	610
c. Mineral	No.	50	100
		430	900
2. <u>Material Sales & Permits</u>	No.	1,100	1,000
3. <u>Rights-of-way & Non-</u> <u>mineral Permits</u>	No.	1,800	1,600
4. <u>Surface Protection</u>	Acres	161,000	200,000
5. <u>Resource Inventory</u>	Acres	70,540,000	125,000,000

(b) Range Management: FY 1968, \$5,006,300; FY 1969, \$5,045,700, an increase of \$39,400. The increase consists of:

	<u>Increase (+) or Decrease (-)</u>	<u>Total</u>	<u>Explanation</u>
	<u>Amount</u>	<u>Positions</u>	<u>Program</u>
(1) \$+46,000	-	-	Increased pay costs
(2) -6,600	-	-	Transfer of library costs
<u>+39,400</u>	<u>0</u>		

Plan of Work: The Bureau issues over 26,000 permits, licenses and leases annually to graze about 3.6 million cattle and horses and 6.6 million sheep and goats on the public lands in the western States and Alaska plus 10,500 reindeer in Alaska. These livestock consume nearly 14 million animal unit months (AUM's) of forage each year. In addition, over 2½ million big game animals and uncounted small game animals and birds share these range lands with domestic livestock for both food and habitat.

The Bureau's range administration workload includes issuing the grazing permits and leases, making allotment transfers and adjustments resulting from base property transfers or changes in range use requirements, and maintaining the necessary records of use, ranch ownership, grazing privileges, etc. It mediates between conflicting range uses, investigates trespass, and answers public inquiries about range management on the public lands. The Bureau works in cooperation with the advisory board set up in each grazing district.

The Bureau manages the public lands in a manner to assure maximum and proper use of forage vegetation by livestock. Range management provides a means of preserving and improving forage production while protecting watersheds, controlling erosion, and improving wildlife habitat. The Bureau is slowly improving the range management program.

Sound conservation measures incorporating grazing use plans with needed development practices are being undertaken cooperatively with ranchers. Grazing use plans have been found to reduce rehabilitation time and costs, to increase forage conditions and grazing capacity substantially, and to sustain high multiple-use production with a minimum maintenance cost.

Cooperative allotment management plans include advanced grazing systems such as rest-rotation and deferred rotation. More ranchers are becoming interested in having plans developed and implemented on their allotments. Most of those who have had grazing plans in operation for a few years find that they help stabilize range condition and increase forage quantity. In addition, the public has gained improved resource conservation and multiple-use activities on the public lands. Within the budget request, the Bureau will continue its efforts in this program.

(c) Forestry: FY 1968, \$6,946,800; FY 1969, \$6,998,700, an increase of \$51,900. The increase consists of:

	<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Explanation</u>
(1)	\$+58,000	-	-	Increased pay costs
(2)	<u>-6,100</u>	<u>-</u>	-	Transfer of library costs
	<u>+51,900</u>	<u>0</u>		

Plan of Work:

1. Forest Management Western Oregon: FY 1968, \$4,482,200; FY 1969, \$4,478,200, a decrease of \$4,000 from transfer of library costs.

The objective is to manage these lands to provide a steady flow of timber in western Oregon which contributes to the economic stability of forest dependent communities. Offerings are maintained on a sustained yield basis to insure that the resource will be available to meet the wood product needs of future generations.

The following table shows volumes, sales prices and receipts in western Oregon for FY 1965 through FY 1967 and current estimates for FY 1968 and FY 1969:

<u>FY</u>	<u>BLM Sales</u>		<u>Receipts</u>	
	<u>Vol. Sold (MBF)</u>	<u>Sales Price^{1/}</u>	<u>BLM</u>	<u>Forest Service</u>
1965	1,225,753	\$42,058,687	\$38,466,133	\$5,209,112
1966	1,224,209	44,495,000	39,331,746	6,510,161
1967	1,353,105	50,880,300	39,723,438	5,925,367
1968*	1,405,000	45,447,000	42,200,000	4,500,000
1969*	1,330,000	47,978,000	48,000,000	4,500,000

^{1/} Receipts vary because payments are made on cutting schedules, not at the time timber is purchased.

* Volume to be offered and estimated prices and receipts.

The volumes for FY 1968 and FY 1969 are distributed by type of sale as follows:

<u>Type of Sale</u>	<u>Volume (MBF)</u>	
	<u>FY 1968</u>	<u>FY 1969</u>
Regular Sales	952,000	1,127,000
Oxbow Fire Salvage Sales	250,000	0
Mortality Salvage & Commercial Thinning Sales	<u>203,000</u>	<u>203,000</u>
Totals	1,405,000	1,330,000

The sale of 140 million board feet of mortality salvage and commercial thinnings is financed from the Forest Management subactivity of the Oregon and California Grant Lands Appropriation. Volume, sales prices and receipts of the salvage and thinning program are included with the regular sales here to provide a complete picture of the western Oregon forest management program.

Forest management efforts consider the ever-increasing demands being made on forest lands for recreation, wildlife, open space, aesthetics, and watershed values.

It is estimated the forest management program for western Oregon will contribute about \$1.1 billion to the Gross National Product and will provide nearly 72,000 man-years of private employment.

Emphasis will be placed on the protection of the public forest resource against trespass activity, and on prompt control of detected trespass incidents. Intensified efforts have reduced the backlog of trespass cases, and fewer new cases are occurring.

The following tabulation shows the source of timber sale receipts by type of lands:

<u>FY</u>	<u>O&C Land^{1/}</u>	<u>Coos Bay Wagon Rd. Land</u>	<u>Western Oregon Public Domain</u>	<u>Total</u>
1965	\$40,075,719	\$2,350,025	\$1,249,501	\$43,675,245
1966	41,930,528	2,023,214	1,888,165	45,841,907
1967	43,522,556	824,347	1,301,902	45,648,805
1968*	43,500,000	1,500,000	1,700,000	46,700,000
1969*	48,700,000	1,400,000	2,400,000	52,500,000

^{1/} Includes Forest Service receipts

* Estimated

2. Forest Management Public Domain: FY 1968, \$2,046,100; FY 1969, \$2,087,000, an increase of \$40,900 consisting of:

- (1) An increase of \$43,000 for increased pay costs;
- (2) A decrease of \$2,100 from transfer of library costs.

Sales totaling 140 million board feet will be concentrated mainly in California, Colorado, Idaho, Montana, eastern Oregon, and Washington, since these States have the best potential for the development of commercial forest lands. In the remaining States, forest management will continue at a protective level and yet one which allows meeting current demand.

The program provides for negotiation for easement and the granting of road use permits to haul timber across public domain. Continued emphasis will be placed on trespass control.

Actual FY 1965 through FY 1967 and estimated FY 1968 and FY 1969 volumes, sales prices, and receipts for timber sold from public domain lands are tabulated as follows:

<u>FY</u>	<u>Vol. Sold (MBF)</u>	<u>Sales Price</u>	<u>Receipts</u>
1965	115,632	\$1,566,252	\$1,199,201
1966	127,588	1,772,564	1,807,954
1967	116,325	1,711,018	1,426,372
1968*	140,000	1,750,000	1,700,000
1969*	140,000	1,800,000	1,600,000

* Volume to be offered and estimated prices and receipts.

3. Forest Development Public Domain: FY 1968, \$418,500; FY 1969, \$433,500, an increase of \$15,000 for increased pay costs.

This program provides for restoration and treatment of denuded commercial forest sites having the highest productive capacity in areas which can utilize the future crop.

Early establishment of trees protects watershed and the land's timber producing capacity. Often, when tree reproduction is not re-established, undesirable brush species invade which provide no economic benefits but do increase fire hazards. The proposed level of financing will permit the reforestation of approximately 2,500 acres, site improvement on 1,100 acres and a 650 acre program of stand improvement.

(d) Soil and Watershed Conservation: FY 1968, \$12,659,500; FY 1969, \$12,830,100, an increase of \$170,600. The increase consists of:

	<u>Increase (+) or Decrease (-)</u>		<u>Total</u>	
	<u>Amount</u>	<u>Positions</u>	<u>Program</u>	<u>Explanation</u>
(1)	\$+149,000	-	-	Increased pay costs.
(2)	+ 30,000	-	\$103,000	Increased payments to the Bureau of Employee Compensation.
(3)	- 8,400			Transfer of library costs.
	<u>+170,600</u>	<u>0</u>		

Need for Increase: Increase of \$30,000 results from an increased fund assessment by the Bureau of Employee Compensation due to increased payments by them to injured BIM employees.

Plan of Work: This program provides the capital investment necessary to conserve the soil and water resources on the public land. The conservation work is designed to restore the productive capacity of depleted watersheds; reduce erosion and the discharge of silt and soluble solids into western streams; maintain a stable livestock industry dependent on these lands; help improve water quality; and prevent or reduce downstream damage from flood and sediment.

Watershed treatment augmented with management is frequently the most economical and long-lasting method of improving some aspects of the severe water quality, supply and control problems in deteriorating river basins. Moreover, tangible benefits can be derived from every investment, however small.

Important benefits are achieved by holding soil in place on the watersheds. Practices which serve to hold soil in place and increase water infiltration of the soil, such as seedings, brush control, waterspreading, contour furrowing, dune control, and deep tillage also increase the forage production and carrying capacity of the range. Watershed treatment increases recreational opportunity by providing clean streams, lakes and reservoirs, grass covered camping and picnicking sites, and better habitat for more game animals and game fowl for hunters, and more fish for fishermen. These upland benefits are important additions to the economic base of the local communities through increased productivity of the land.

Properly treated watersheds also provide benefits to downstream towns and rural areas by preventing or reducing downstream flooding and sedimentation. Sediment runoff is one of the primary causes of pollution in the Nation's streams and lakes. This is especially true in the western states. Fine-grained, infertile sediment carried by storm runoff and deposited on farm lands lowers soil productivity and reduces soil permeability causing inefficient use of water, and poor internal drainage. Silt deposits reduce the water carrying capacity of irrigation ditches and canals and increase their maintenance costs. It increases flood damage by raising the channels of streams passing through communities and low lying agricultural lands. Sediment also damages highways and railroad roadbeds by filling drainage ditches and culverts and stream beds under bridges. Sediment must be removed from raw water before municipal and industrial use, at a significant cost to communities. The public lands are major contributors of sediment and flash flood waters in the major western watersheds.

The following is an example of the effectiveness of properly treated and managed watersheds:

In August 1959, a range fire burned about 10,000 acres of a key portion of the watershed for the city of Boise, Idaho. The area included nearly 2,800 acres of BLM administered land. In late August and September of that year, heavy rains fell on the burned area causing disastrous floods in Boise. Flood damage in the City was estimated at \$1 million. Agricultural lands in the vicinity were also damaged extensively. There was severe erosion in some areas, including stream channel cutting, deep dissections by gullying, complete loss of topsoil, and blocking of irrigation canals and roads by sediment and debris. The Bureau provided leadership for a cooperative watershed restoration effort. This effort also included the City of Boise, County of Ada, State of Idaho, U.S. Forest Service, U.S. Soil Conservation Service and private landowner participation. Treatment included contour furrowing, seeding, and erecting protective fences. Including the Bureau's investment of almost \$30,000, a total of \$82,000 was spent by all cooperating parties on treatment of the damaged watershed.

The primary benefit of this work has been reduced flooding from the watershed. In February 1963, Boise experienced an unseasonably early thaw accompanied by heavy rains. Even during this unusual climatic condition, no runoff, erosion or flooding came from the treated area. It was estimated that the storm damage prevented at that one time more than paid for the investment. During the summer of 1967, another heavy rainstorm hit the treated area and an adjacent untreated watershed. No flooding was reported from the treated area, while North Boise experienced extensive flood damage resulting from runoff water coming from the untreated watershed.

Solving the erosion, flooding and pollution damage problems will be a long process and will take active cooperation between the Bureau and the public.

A conservation needs inventory, completed in 1964, identifies these areas and the work that can be done. The following table shows the inventory of major practices needed, the work that has been completed up to now, the work planned for FY's 1968 and 1969, and the total job remaining to be done, under the 1964 inventory.

CONSERVATION ACCOMPLISHMENTS AND NEEDS OF LANDS UNDER JURISDICTION
OF THE
BUREAU OF LAND MANAGEMENT

<u>Practice</u>	<u>Units</u>	<u>Accomplish- ments 1935 - 1967</u>	<u>Inventory of Total Needs^{2/}</u>	<u>Planned 1968</u>	<u>Planned 1969</u>	<u>Remaining Work</u>
Water Control Structures	Cu.Yds.	25,596,100	242,602,300	1,719,000	1,500,000	213,787,200
Other Conservation Practices ^{3/}	Acres	2,972,400	19,125,900	47,600	30,000	16,075,900
Protective Fencing	Miles	59,930	121,900	1,835	1,375	58,760
Undesirable Plant Control	Acres	1,927,500	16,498,800	235,000	230,000	14,106,300
Revegetation	Acres	3,070,700	14,798,000	162,700	104,000	11,460,600
Water Developments	Number	39,655	85,200	1,045	855	43,645

^{1/} Includes all sources; Soil & Watershed, Range Improvement, Fire Rehabilitation, PL 566 and Private.

^{2/} Estimate of conservation needs inventory completed by the Bureau during 1964. This reflects the total needs of the public lands. It includes accomplishments to date as well as future needs.

^{3/} Includes contour trenches, pitting, furrowing, waterspreading, dune control, and deep tillage.

The plan of work on special projects is essentially similar to the FY 1968 plan with work continuing as listed below:

<u>Special Project</u>	<u>State</u>	<u>Soil & Watershed Conservation Funds FY 1969</u>
Rio Puerco	New Mexico	\$ 556,000
Little Beaver	North Dakota	45,000
Makotapi	South Dakota	64,000
Vale	Oregon	1,159,000
Owyhee	Idaho	336,000
Big Horn Basin	Wyoming	376,000
Beowawe	Nevada	<u>308,000</u>
Total		\$2,844,000

The above amounts have been adjusted to reflect the separation of the funding of wildlife habitat improvement under the new Recreation and Wildlife subactivity.

The Bureau's PL 566 (Watershed and Flood Prevention Act) program for FY 1969 will be continued at the FY 1968 level of \$150,000. This program coordinates public land programs with the plans and treatment measures being conducted by other agencies under this Act.

Included within the request is \$103,000 for Bureau of Employee Compensation benefit payments made to injured BLM employees. This amount is an increase of \$30,000 over FY 1968 to reflect increased actual costs paid by BEC in FY 1967. An increase of \$30,000 in this subactivity is requested to cover this cost.

(e) Protection: FY 1968, \$3,635,200; FY 1969, \$3,939,000, an increase of \$303,800. This increase consists of :

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Explanation</u>
(1) \$+21,000	-	--	Increased pay costs
(2) +110,000	-	\$ 270,000	Replacement and acquisition of firefighting equipment.
(3) +50,000	-	166,000	To replace worn out and obsolete radio equipment
(4) +125,000	+6	610,000	To improve operation and maintenance of radio communications system
(5) <u>-2,200</u>	<u>-</u>	-	From transfer of library costs
<u>+303,800</u>	<u>+6</u>		

Need for Increase:

1. Fire Fighting Equipment: Early fire detection and fast initial attack with adequate equipment and sufficient manpower is the best means of keeping fires and fire damage small. Effective initial attack and quick suppression depends upon specialized motor vehicle fire fighting equipment. Vehicles which possess speed for use on highways, ruggedness for rough terrain and which carry modern pump and tank equipment, greatly improve initial attack force capability and provide fire crews with added safety.

Analysis of our fire fighting motor vehicle fleet shows that 69 of a total of 237 units are over 10 years old. Many of these 69 units are over 20 years of age and are relics of World War II surplus. Replacement of these units is long overdue based on their present condition and the replacement guidelines used by GSA.

These old vehicles are slow on the highway; and, when they are used in rugged terrain for fire suppression work, metal fatigue causes breakage of vital parts. The age of these vehicles makes them unreliable and uneconomical to maintain. Their unreliability causes slow initial attack, inefficiency in fire suppression, increased acreage burned with higher suppression costs, and failure at a critical time on the fire line is hazardous to the safety of fire crews.

The \$110,000 increase will provide 18 fire trucks including pumps, tanks, hoses, etc.

2. Communications Equipment Replacement: Current inventory of radio equipment is valued at \$2,000,000. Radio transmitters and receivers make up about \$1,300,000 of this amount. Thirty percent of these were purchased prior to 1960. All radio equipment is fragile and subject to early technical obsolescence. Radios are used under the worst of operating conditions, principally in fire suppression work where the use is rough and heavy and dependable communications are a necessity.

In the last five years, radios have been replaced at a rate of approximately \$150,000 per year. At this rate, by 1974 BLM will be operating on a nine year replacement schedule. For the type of use made of radios and for economical and reliable operation, average replacement age for transmitters and receivers should be no longer than 7 years. With the increase, the recommended 7-year replacement schedule can be attained by 1974.

3. Improved Communications System Operation and Maintenance: The existing lag in radio equipment maintenance is as serious as the need for scheduled replacement, although the two are related because old radios require more maintenance. Old equipment, together with severe use, causes the maintenance cost to increase greatly.

There are presently 23 employees to handle operations and maintenance work in 63 districts throughout 11 western states, on 3,136 units of radio equipment. One man can adequately service 70 units per year. This means communications operations and maintenance is only 50 percent staffed. The increase will provide six additional man-years of communications technician effort to improve the maintenance of BLM radio equipment.

Plan of Work: The principal goal of protection is the prevention of fires, if possible, and maintaining the capability to control fires which do start. The Bureau has an active program which provides fire control training, a communications system and radio network, a cadre of professionally trained personnel, and the beginning of a modernized fire equipment pool.

Fire protection activities have suffered from unreliability of equipment, both motor vehicle and communications. It has been necessary to cannibalize equipment in order to have a minimum amount of equipment available. Equipment to be purchased under the requested increase should alleviate part of this problem.

Formal fire planning relates various value classes with fuel classes, weather factors, rate of spread, and risk. The fire planning will identify the protection requirements for all resource programs.

The two most significant conditions which contribute to fire danger are hazard (the quantity and condition of fuel to burn) and risk (the chance of fire starting).

As highly flammable annual weeds are replaced with permanent grasses through conservation practices, fire hazards now present on the extensive cheatgrass ranges are reduced. However, larger numbers of people making more intensive use of public lands produce ever-increasing risks. Both elements are considered in developing fire plans.

It is anticipated that fire control plans for areas protected by force account will be completed and approved by December 31, 1969. Fire control plans for areas under contract protection are scheduled for completion and approval by December 31, 1970.

Because of the severe fire season in 1966, contract protection costs increased by \$117,000 in FY 1967 over FY 1966. At present it is too early to assess the severity of the recent fire season; however, preliminary estimates indicate that another increase in contract protection costs may have to be borne by the Bureau. It is not possible to estimate the magnitude of these costs, but depending upon the extent by which contract protection costs do rise, a substantial portion of the funds requested for equipment replacement may be required to pay the increased contract protection costs instead.

(f) Recreation and Wildlife: FY 1968, \$2,686,000; FY 1969, \$2,840,000, an increase of \$154,000. The increase consists of:

	<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Explanation</u>
(1)	\$+ 54,000	-	-	Increased pay costs.
(2)	+100,000	+7	\$125,000	To prepare three master plans for areas of high recreational significance, and to undertake a Southwest desert recreation study.
	<u>+154,000</u>	<u>+7</u>		

This is a new subactivity proposed for initiation in FY 1969. The fund amount for the base is derived by transferring amounts made available in prior years to perform recreation and wildlife work under other subactivities of the Resource Management, Conservation, and Protection Activity. See following table.

Need for Increase: Areas with significant recreational potential and which are under consideration for development or expansion should receive comprehensive recreational development study. Three areas, the Organ Mountains, New Mexico; Colorado River Area, Colorado; and South Yuba-Round Mountain, California, have been selected for master planning in FY 1969. As coordinated with the comprehensive planning of regional Bureau of Outdoor Recreation and National Park Service offices, master plans identify the need for recreational facilities, potential sites and their uses, the most suitable site development, and relationship of BLM recreation sites to existing and potential developments of other agencies and private industry. Thus, public land sites can contribute to the optimum mix of recreational development of an area.

There is constant and growing public use of desert areas for recreation. These areas offer unique recreational opportunities which increasing numbers of people are beginning to recognize; yet there have been no studies to discover how recreational use affects ecological balances, or how the desert can best accommodate recreationists. The request for the Southwest Desert Study is important since the Bureau administers about 50-60 million acres of desert or semi-desert land which has recreation potential and some of which is receiving use.

Plan of Work: Recreation management and wildlife work including habitat management, studies, development and improvement which were formerly carried on within other Bureau activity programs have been consolidated for ready identification and better planning.

DERIVATION OF RECREATION & WILDLIFE SUBACTIVITY

<u>Appropriation:</u>	<u>FY 1967</u>	<u>FY 1968</u>	<u>Change (+ or -)</u>	<u>FY 1969</u>
<u>MANAGEMENT OF LANDS AND RESOURCES</u>				
<u>Activity:</u>				
Resource Management, Conservation and Protection				
(a) Land Classification and Mineral Examination	-444,831	-500,000		
(b) Range Management	-592,541	-622,000		
(c) Forestry	-39,955	-119,000		
(d) Soil & Watershed Conservation	-1,292,921	-1,445,000		
(e) Protection	-0-	-0-		
(f) Recreation and Wildlife	+2,370,248	+2,686,000	+154,000	+2,840,000
Total	-0-	-0-		

Recreation Management: This program includes recreation site inventory, master site planning, access planning, interpretative work, and program direction.

Recreational use of the public lands is expected to be about 30 million recreation visitor days in FY 1969. This use, including hunting and fishing, is expected to expand to nearly 48 million visitor days by FY 1973 as indicated on the following Recreation Visitor Day Use graph.

The recreation construction program should expand in FY 1970 to accommodate an estimated additional 1.6 million visitor days of intensive use demands. Detailed preliminary site investigation preceding construction design is needed in FY 1969 to ensure local cooperation and to solve access problems, land tenure conflicts, mining claims, water scarcity, or other resource use conflicts which might interfere with the planned site development work.

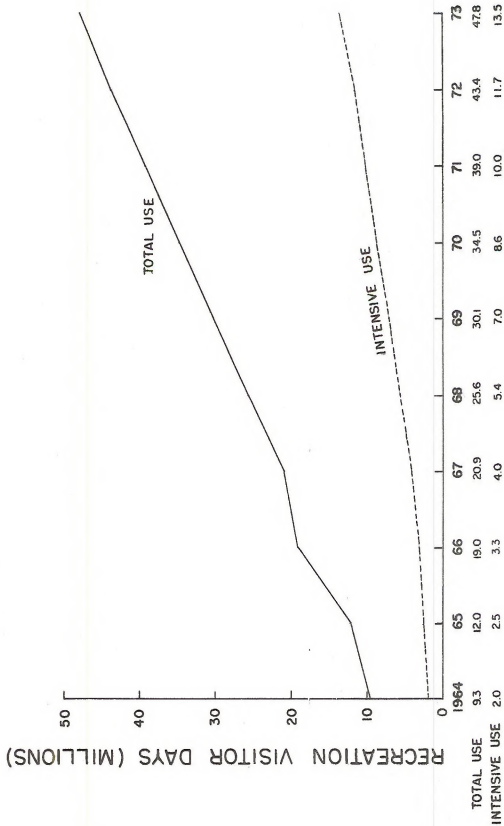
Wildlife Habitat Management and Development: This program, conducted with constant coordination and cooperation with State Fish and Game Departments and sportsmen's groups, provides the studies, plans and operational work for wildlife habitat development, management and protection.

Under this program, studies and plans are made to increase wildlife habitat productivity under multiple-use principles. The program helps to meet growing demand for hunting and fishing and to enhance habitat for rare and endangered species. Bureau administered lands now support 2.7 million big game animals, millions of small game animals, waterfowl, upland game birds, and 23 species of fish and wildlife threatened with extinction. The Bureau is continuing its inventory to further identify critical and key wildlife habitat areas, their condition and development needs.

An estimated 14.5 million days of hunting and fishing demand will occur on Bureau administered lands by FY 1973. Total hunting demand in the West will be about 38 million hunter days annually by FY 1973. In FY 1967, Bureau administered lands provided about 18% of the total hunter day use in the West. These lands also provide key winter habitat for many more animals which generally inhabit other lands during the hunting season.

Habitat development work includes fabricating water guzzlers which catch and store rainfall for game use, spring development, browse seeding and brush manipulation to encourage growth of good food and cover, and construction of habitat protection fences.

RECREATION VISITOR DAYS OF PUBLIC LANDS USE



Planned habitat development during FY 1969 is as follows:

<u>Practice</u>	<u>FY 1969 Estimate</u>
Wildlife Food and Cover Development	21,400 acres
Wildlife Water Development	195 units
Habitat Protection Fence	100 miles

The wildlife habitat improvement work on special project areas is planned to continue at about the same level as FY 1968.

The purpose of the practices listed is to provide both additional forage for wildlife particularly on key winter ranges and improved cover for both non-endangered and rare and endangered wildlife species. Browse types are selected to meet the particular needs of wildlife. Water developments not only provide water but also promote better distribution of wildlife population to reduce overuse of limited habitat areas. Marsh developments are undertaken to improve migratory and upland bird habitat. Fencing protects nesting areas. Stream clearance and pond development are accomplished to improve and protect fish spawning areas and fish habitat.

Pressures for the recreational use of BLM lands will increase as the population increases while other outdoor recreation opportunities are lost to urban expansion. There is a growing segment of the western economy which is increasingly dependent on outdoor recreation opportunities. The recreationist and the local businessman are beginning to voice their needs for more public land recreational opportunities. For these reasons, BLM participation in programs which support outdoor recreation and wildlife are expected to increase.

Resource Management, Conservation and Protection

Status of Program

This activity is the core of the Bureau's field program as it includes the primary elements of the multiple-use approach to land management.

The public lands managed by BLM in the public interest consist of about 175 million acres in the western United States and about 282 million acres in Alaska. Most of this area in the western States is likely to continue in public ownership to meet expanding needs for water, recreation, open space, wildlife, livestock, timber, and mineral products. Resource production from these lands will become increasingly important to meet national needs, especially the needs for watershed protection and recreation.

The Bureau is intensifying its efforts to transfer to non-Federal ownership those public lands which can best meet pressing demands for community growth, and other private uses. Field examination of petition-applications to classify lands, minerals examination, field work on rights-of-way, trespass, lease investigations, withdrawals review and provision of public assistance regarding public land laws and procedures will be continued.

Multiple-use management includes the leasing of fossil fuels and some non-energy minerals. The management of sub-surface resources is integrated with the management of surface resources. The development of the oil shale resource on the public lands is another important effort. The public domain includes the largest portion of the richest domestic oil shale bearing lands in the Nation. However, the title to these lands is encumbered by mining claims. In addition, there are intermingled lands in private ownership. A program to begin to clear title to oil shale lands is proposed for FY 1969.

Allocation of available forage between competing applicants and for wildlife has been determined by range adjudication. Adjudication has now been replaced by the second step of range management which involves conducting resource studies and preparing and implementing allotment management plans in cooperation with range users. The results of implementing these plans benefit both the range user and the general public by protecting the range and watershed resources for present and future grass, soil, and water productivity to meet livestock, wildlife, and human uses.

Some adjudication will be continued as conditions require, while management efforts are strengthened to prevent further resource depletion, to promote recovery of deteriorated lands, and to permit maximum use of lands for their other productive purposes.

The public lands administered by the Bureau comprise a major portion of the watersheds of the West. These watersheds vary widely in type, in condition and in the quantity and quality of water produced.

During 1964, the Bureau developed a 25-year inventory of needs for soil and watershed conservation, which revealed the need for an estimated total investment of \$840 million for capital improvements, watershed management, and maintenance of improvements.

High quality water in optimum quantity is the key to sustaining economic growth of the Western States. Deteriorating soil conditions on large areas of the public lands are detrimental to the supply of usable water and to the productive capability of the soil resource. The results are flash runoff, low usable water yield and high sediment and salinity yields. Efforts will be concentrated on arresting soil movement and site deterioration to improve water quality and quantity and to hold productive soils in place.

There are 4 million acres of commercial forests on public lands, excluding Alaska. These lands, together with millions of acres of woodland, provide public recreation opportunities and are essential to the stabilization of soil, regulation of streamflow and provision of wildlife habitat.

In western Oregon during FY 1968, 1.405 billion board feet of timber will be offered for sale including 203 million board feet of commercial thinnings and salvage and 250 million board feet of fire salvaged timber damaged in the Oxbow Ridge fire of August 1966. The Oxbow salvage sales were completed by December 31, 1967. In FY 1969, the full allowable cut will be offered along with 203 million board feet of commercial thinnings and salvage. Total offerings will be 1.330 billion board feet.

The Oxbow Fire Salvage and Rehabilitation program recovered over 500 million board feet of fire damaged timber including 75 million board feet worth \$3,375,000 which would have been lost if salvage had not been accomplished quickly. The salvage of fire damaged timber also eliminated the threat of insect and disease kills which, if started, could have spread to forests outside of the fire area; it also eliminated possible fire hazards. The salvage program accomplished the equivalent of a 5-year timber sale effort in a period of approximately 16 months. Prompt reforestation is saving another \$680,000 by eliminating the regeneration lag that would have occurred during normal programming time.

Offerings of timber sales on the public domain continue at the sustained yield allowable cut level in those States where the demand will support such offerings. In other public domain areas, the forests and woodlands are managed for their important contribution to watershed stabilization, wildlife benefits, and recreational opportunities.

The public lands and their resources have substantial value to the well-being of this Nation. To be of maximum benefit, these lands and resources must be protected. In order to protect these lands adequately from the major hazard of wildfires, the Bureau maintains a fire protection force which must be kept ready and equipped to deal with fire occurrences.

During 1967, the Bureau fire center at Boise, Idaho, was a primary instrument in the efforts to fight fires which occurred in Idaho, Montana, and eastern Washington. The fire center organized, housed, fed and equipped fire suppression crews totaling about 8,000 people, not only for the Bureau but also for the Forest Service, National Park Service, and the State of Idaho. During the height of the emergency, the State of Idaho found it necessary to request the Bureau to take charge of its fire fighting efforts.

The Bureau also undertakes a fire prevention and presuppression program to inform the public about fire dangers, to keep public attention focused on the need for fire prevention, and to take action to lessen fire dangers by constructing firebreaks, removing fire hazards, maintaining fire patrols and lookouts, operating a radio communications system, and organizing and training a fire fighting force.

People from all over the Nation are using the public domain in increasing numbers for camping, hunting, fishing, picnicking, and other recreation. The impact of this recreational use is economically beneficial to local communities, especially those located in prime hunting and fishing areas. The public domain is providing an increasing share of the hunting and fishing opportunities in the Western Census Region.

In FY 1964, the total recreational use of the public lands amounted to 9.3 million recreation visitor days. In FY 1969, the total recreational use of the public lands is estimated to exceed 30 million recreation visitor days, more than a threefold increase in a span of five years.

In recognition of the increasing importance of the recreation and wildlife program on the public lands, a separate budget subactivity for this program has been established and is implemented in this Budget. Recreation management functions and wildlife work which have been authorized and funded through other subactivities of this appropriation in past years have been recognized and consolidated in this subactivity.

Present recreation use of the public lands far exceeds the capacity of the facilities which have been constructed. The result is more over-use of recreation areas both developed and undeveloped, causing extensive damage to the resources, water pollution, littering, and a rising danger from man-caused fires.

The Bureau will expand its present recreation planning efforts to include master planning of several public land areas which we have identified as having definite recreation potential.

Initial identification of critical wildlife habitat has been made on 45 million acres of big game habitat, 22 million acres of small wildlife habitat and one-half million acres of waterfowl habitat. This inventory is being continually brought up to date.

Those areas of wildlife habitat in poor condition receive priority to improve their capacity. Coordination between the Bureau and State wildlife agencies is maintained to better accomplish wildlife production and protection goals.

Together, all of the separate types of activities underway on the public lands form the foundation of the multiple-use concept. These activities are combined into a program which strives for balanced efforts of management, conservation, and protection for achieving optimum benefits from the public lands resources for the present and the future.

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Activity	FY 1967	FY 1968	FY 1969 Estimate	Increase (+) or Decrease (-)		
	Amount	Amount		1969 compared with 1968		
	Available	Available		Total	Pay Cost ^{1/}	Program
3. Cadastral Survey:						
(a) Alaska.....	\$1,677,048	\$1,950,000	\$1,962,000	\$+ 12,000	\$+12,000	---
(b) Other States.....	3,088,894	3,238,400	3,353,000	+114,600	+19,000	\$+95,600
Total.....	4,765,942	5,188,400	5,315,000	+126,600	+31,000	+95,600

^{1/} To provide for increased pay costs for 1968 positions.

(a) Alaska: FY 1968, \$1,950,000; FY 1969, \$1,962,000; an increase of \$12,000. The increase consists of:

<u>Increase (+) or Decrease (-)</u>		<u>Program</u>	<u>Explanation</u>
<u>Amount</u>	<u>Positions</u>		
(1) \$ +12,000	-	-	Increased pay costs
<u>+12,000</u>	<u>0</u>		

Plan of Work: As of July 1, 1967, the State of Alaska had selected 17,502,200 acres of public land and future selections are anticipated to be about one million acres annually. Cadastral surveys must be made of these selected lands before patents can be granted. At the end of FY 1967, about 9,700,000 acres had been surveyed in the field. When smaller, more rugged parcels are selected both the time and costs of each acre surveyed increase, even with more efficient survey methods such as the Cubic Autotape system developed by the Bureau and currently in use in Alaska.

There is a continuing need for special surveys in Alaska to provide for title transfer under the public land laws. In addition to the survey of state selection lands, special emphasis has been placed on the survey of native townsites and native allotments.

Townsite surveys will continue at the current level in order that Natives can secure land titles which they need as collateral for improvement loans. Also, isolated tracts of lands which have been claimed under various public land laws require survey. Under existing authority each Alaska Native may be granted allotments of land up to 160 acres. This may be in one or more isolated parcels, each of which requires field examination and surveys.

(b) Other States: FY 1968, \$3,238,400; FY 1969, \$3,353,000; an increase of \$114,600. This increase consists of:

	<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Explanation</u>
(1)	\$ +19,000	-	-	Increased pay costs
(2)	+100,000	+5	\$ 100,000	For cadastral surveys required to support Oil Shale Development program efforts
(3)	- 4,400	-	-	Transfer of library costs
	<u>+114,600</u>	<u>+5</u>		

Need for Increase: The \$100,000 and five position increase is to provide the required cadastral survey services in support of the Departmental Oil Shale Program, which is also discussed under the Land Classification and Mineral Examination and the Title Lease and Records Service Subactivities.

Plan of Work: The oil shale cadastral survey work will be initiated in Utah, Wyoming, and Colorado. The determination of ownership boundaries is important where it has been estimated that an oil shale bearing area one-mile square, 760 feet thick could contain one billion barrels of oil, 82 million tons of soda ash, and 42 million tons of alumina. Cadastral surveys are needed to:

1. Locate mining claim boundaries in conjunction with the title clearance effort for the following types of areas:
 - a. Test areas for in situ retorting
 - b. Research and development lease areas
 - c. Other oil shale bearing land areas
2. Determine the boundaries of tracts of oil shale lands suitable for exchange for the consolidation phase.
3. Establish exterior control of research and development areas for developmental leasing. This includes establishing exterior control of approximately 200,000 acres and delineation within the three states of about 30,000 acres total for actual leases.
4. Establish boundaries for test areas (one in each state) for the Bureau of Mines and the Atomic Energy Commission.

Continuing Program of Work: The FY 1969 Cadastral Survey program will continue the Bureau's responsibility for original survey, resurveys and special surveys to support management of the natural resources on public lands and to identify Federal land boundaries for other agencies. Emphasis will be placed on Federal land boundary location where trespass is occurring.

Status of Program

One hundred twelve million acres of public land are still unsurveyed; however, since most of these Federal lands are in large blocks, it is not necessary that they all be surveyed for detailed section identification. Two and one-half million acres will need original survey to meet legislative grants and to establish administrative boundaries.

Alaska contains the largest unsurveyed area and is subject to uncontrolled and widely scattered filings under the public land law. Survey of small tracts, townsites, and Alaska State selections is the primary portion of the original survey work.

In the eleven Western States the Federal Government owns a large amount of land designated by law for continued Federal management and public use. In this ownership there are 235 million acres of surveyed land of which 180 million acres were surveyed prior to 1910. Much of the pre-1910 surveyed area needs resurvey to restore lost or obliterated corner monuments. The high intensity management of lands and resources by Government agencies today requires careful identification of lands, and contributes to the growing need for resurveys.

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Activity	FY 1967 Amount Available	FY 1968 Amount Available	FY 1969 Estimate	Increase (+) or Decrease (-) 1969 compared with 1968		
				Total	Pay Cost	Program
4. <u>Firefighting and rehabilitation:</u>						
(a) Firefighting	\$7,233,334	\$400,000	\$400,000	-	-	-
(b) Rehabilitation	866,666	600,000	600,000	-	-	-
Total	8,100,000	1,000,000 ^{1/}	1,000,000	-	-	-

^{1/} Does not include request of \$11,000,000 supplemental funds proposed for separate transmittal.

(a) Fire Fighting: FY 1968, \$400,000; FY 1969, \$400,000; no change. The amount requested reflects the continuation of the practice of requesting a minimum appropriation to be followed later with a supplemental request to cover the actual cost of fire suppression.

Plan of Work: Funds will be used for emergency prevention and suppression of fires starting on or threatening the public land except those lands protected under contract with State agencies or other Federal agencies. Contract protection is funded by the Protection Subactivity. The Bureau cooperates closely with these agencies in its effort to reduce losses from fires.

Improved fire fighting techniques, equipment and materials are constantly being adopted. The fire danger rating system, air-drop chemical fire retardants, and the use of smokejumpers are among the measures used to increase fire fighting effectiveness.

Regular salaries of permanent employees used on an emergency basis during regular duty hours for fire suppression are not included in this estimate, since these salaries are already budgeted in other activities providing for program work.

(b) Fire Rehabilitation: FY 1968, \$600,000; FY 1969, \$600,000; no change.

Plan of Work: Under this subactivity, the Bureau conducts emergency rehabilitation work in burned areas to reduce soil, watershed, and economic losses. Without adequate and timely rehabilitation after wildfires, the exposed soil is vulnerable to accelerated erosion, streams become silted and polluted with fire debris, watersheds are seriously damaged and water retention and production may be permanently impaired. Prompt protection of the soil mantle, through re-establishment of vegetal cover, maintains the productivity of the lands, and retards the invasion of undesirable vegetation.

The requested program level should provide an adequate program for a typical fire year; however, if more extensive damage occurs in a critical fire year the additional work will require supplemental funds.

Status of Program

Adjusted fire suppression obligations in FY 1967 amounted to \$7,233,334. It is anticipated that total obligations for fire suppression in FY 1968 will be approximately \$11,400,000. Fire rehabilitation costs were \$866,666 in FY 1967 and anticipated costs will be about \$600,000 in FY 1968.

About 168,000 acres of land under BLM jurisdiction were burned over in calendar year 1967 compared with 888,000 acres in calendar year 1966.

BUREAU OF LAND MANAGEMENT
Management of Lands and Resources

Activity	FY 1967 Amount Available	FY 1968 Amount Available	FY 1969 Estimate	Increase (+) or Decrease (-) 1969 compared with 1968		
				Total	Pay Cost ^{1/}	Program
5. <u>General</u> <u>Administration</u>	\$1,943,649	\$2,015,600	\$2,135,000	\$+119,400	\$+66,400	\$+53,000

^{1/} To provide for increased pay costs for 1968 positions.

General Administration: FY 1968, \$2,015,600; FY 1969, \$2,135,000, an increase of \$119,400. The increase consists of:

	<u>Increase (+) or Decrease (-)</u>	<u>Total</u>	
	<u>Amount</u>	<u>Positions</u>	<u>Program</u>
			<u>Explanation</u>
(1)	\$+66,400	-	- Increased pay costs
(2)	+53,000	+5	- To handle increased general administrative workload associated with increased program activity.
	<u>+119,400</u>	<u>+5</u>	

Need for Increase: The increase will provide additional manpower to handle the increased general administrative workload associated with the increased program activity. Additionally, higher costs for the provision of additional automated data services, and increased computer time rental charges will be met by the requested increase.

Plan of Work: The general administration activity includes the executive direction and administrative support functions consisting of financial management, personnel management, management analysis, procurement and property management.

Heavy emphasis is placed upon the use of automated systems (1) as the primary means of accomplishing the repetitious and routine support work such as payrolling, maintaining ledgers and accounts, preparing monthly management reports and maintaining current information on the progress of work programs and the status of operating budgets, and (2) providing management with necessary administrative support services.

Status of Program

The objective of this activity is to provide adequate professional general administrative support services to all programs of the Bureau. In order to provide these necessary services and use limited administrative manpower most efficiently, service functions are consolidated at two service centers located at Denver, Colorado and Portland, Oregon. This consolidation has helped to meet the increased administrative workload required to support the Bureau field installations. Consolidation has also permitted the maximum use of automated systems in providing services by performing the repetitious functions suited to automation in volume.

The other Bureau appropriations which receive common services from general administration will continue to be charged at the rate of five percent to the benefiting activity served.

ITEMIZATION OF ESTIMATE

Department of the Interior

Bureau of Land Management

Appropriation Title: Management of Lands and Resources

	Actual 1967	Estimate 1968	Estimate 1969	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations ...	\$ 56,442,665	\$49,867,900	\$51,750,000	\$+1,882,100
Unobligated balance lapsing	330,540	----	----	----
Transferred to other accounts.....	307,795	118,100	----	-118,100
Appropriation	57,081,000	49,986,000	51,750,000	+1,764,000
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation	33,210,512	31,852,900	33,629,000	+1,776,100
12.0 Personnel benefits	2,222,656	2,182,000	2,363,000	+ 181,000
21.0 Travel and trans- portation of persons.....	3,053,045	2,620,000	2,735,000	+ 115,000
22.0 Transportation of Things.....	1,744,655	1,275,000	1,285,000	+ 10,000
23.0 Rent, communica- tions, and utilities.....	1,135,996	875,000	900,000	+ 25,000
24.0 Printing and repro- duction.....	319,605	302,000	302,000	----
25.1 Other services...	5,741,743	4,669,000	4,436,000	- 233,000
25.2 Services of other agencies.....	2,677,596	1,242,000	1,200,000	- 42,000
26.0 Supplies and materials.....	5,390,244	4,000,000	4,000,000	----
31.0 Equipment.....	977,457	900,000	950,000	+ 50,000
32.0 Lands and struc- tures.....	5,217	----	----	----
42.0 Insurance claims and indemnities..	11,847	----	----	----
Subtotal.....	56,495,573	49,917,900	51,800,000	+1,882,100
Quarters and sub- sistence charges.	- 52,908	- 50,000	- 50,000	----
Total Obligations.....	\$56,442,665	\$49,867,900	\$51,750,000	\$+1,882,100

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND MAINTENANCE

Appropriation, 1968.....	\$3,900,000
Unobligated balance from prior years.....	<u>639,680</u>
Total available for obligation.....	4,539,680

Decreases:

Construction of buildings and recreation facilities.....	\$2,775,751	
Maintenance of buildings, recreation facilities and roads.....	<u>1,763,929</u>	<u>4,539,680</u>
Subtotal.....		---

Increases:

Construction of buildings and recreation facilities.....	\$2,721,000	
Maintenance of buildings and recreation facilities and access roads.....	<u>1,840,000</u>	
Total available for obligation.....		4,561,000
Less: Unobligated balance from prior years.....		<u>-405,000</u>
Budget estimate, 1969.....		4,156,000

CONSTRUCTION AND MAINTENANCE

ANALYSIS BY ACTIVITIES

	Amount Available 1968	Fiscal Year 1969			Total available 1969 compared to total available 1968	Page ref.
		Estimated	Unobligated	Budget		
		Total Available	Balance from 1968	Estimate		
1. Construction....	\$2,775,751	\$2,721,000	\$405,000	\$2,316,000	\$ -54,751	70
2. Maintenance.....	1,763,929	1,840,000	---	1,840,000	+76,071	76
Total.....	4,539,680	4,561,000	405,000	4,156,000	+21,320	

JUSTIFICATION

Appropriation Title

Construction and Maintenance

\$4,300,000

(1) Construction: FY 1968, \$2,270,000; FY 1969, \$2,316,000, an increase of \$46,000 over the FY 1968 appropriation, exclusive of carry-over funds. This program provides for the construction of (a) buildings and (b) recreation facilities.

(a) Buildings: FY 1968, \$1,450,000; FY 1969, \$1,053,000, a decrease of \$397,000 from FY 1968 availability, exclusive of carry-over funds.

The FY 1969 buildings construction program consists of (1) the second phase of the Boise Interagency Fire Center construction contract at Boise, Idaho, and (2) an office building for the Baker, Oregon District. Also included are funds for advance survey and design of buildings planned for future construction.

Boise Interagency Fire Center: \$850,000: The Boise Interagency Fire Center (BIFC) is a necessary facility in the Government's effort to prevent and combat range and forest fires in the western states. The Fire Center is presently in operation and is using temporary facilities at Gowen Airfield which are on loan from the Idaho Air National Guard. The first construction phase is scheduled for contract in FY 1968 at an estimated cost of \$1.1 million, and consists of an administration building, warehouse, access road, part of the aircraft taxi-ways and ramp, retardant mixture plant, and site development.

The second phase construction in FY 1969 will consist of barracks-mess hall buildings, parachute loft, and engineering supervision of construction.

Based on the preliminary estimates from the engineering firm designing this facility, the original estimate is not adequate to construct the facility as originally planned. Part of the unforeseen added cost consists of items such as high sewer connection costs, relocation of a private gasoline mainline, and lowering of a natural gas pipeline which crosses the site. Estimates for the parachute loft and barracks are higher than previously estimated. Newer planes require a larger hanger than had been planned. Operations during last fire season clearly demonstrated the need for a larger ramp area to accommodate the number of retardant dropping planes and fire fighter transporting planes required in fire suppression. Also soil conditions require additional base rock which has increased the unit cost of the ramp considerably. Consequently, a third phase is planned for FY 1970 consisting of a hanger and shop, a training building, and completion of ramp.

The estimated cost of the third phase is \$1.3 million which will make the total cost of the three phases plus the advance architectural design approximately \$3.3 million.

The facilities will provide administrative and operational space for fire center staff made up of Bureau of Land Management, Forest Service, and Weather Bureau personnel. In addition, the facilities will store equipment and supplies to be used in suppressing wildfires in the western region. Besides acting in fire suppression activities, the fire center personnel will train fire control personnel, establish fire protection standards, develop new fire fighting technology and equipment, and coordinate air operations for fire control and other resource programs. The facility will be the central location for these activities in the BLM.

The facility is located to provide for each participating agency's fire protection need, and to provide fast, effective coordinated attack on fires. For the BLM, the location is in the center of the greatest fire occurrence.

Baker District Office Building: \$153,000: An amount of \$153,000 is requested to construct an office building for the BLM district staff located at the town of Baker in northeastern Oregon.

The present Baker District Office occupies rental space in an antiquated, dilapidated building last enlarged about 1900 from an original structure built in the 1890's. The building is a stone structure which is crumbling, and is structurally unsafe. The alignment of some bearing walls is partially maintained by a network of interior steel cables. Some unusable rooms are closed off by tarpaulins to prevent wind blowing through the office. The temperature at Baker varies from 110 degrees in the summer to 25 degrees below zero in the winter. The condition of the building makes it impossible to properly heat in the winter and cool in the summer. Use of this structure subjects employees to physical discomfort which reduces their working efficiency and in this case, endangers their personal safety.

No other facilities are available in the community for leasing by GSA from private sources, and other Federal building construction planned for this area will not provide the space and working facilities needed for the District Office operation.

The Baker District staff is responsible for the multiple-use management of about 560,000 acres of public domain lands. The present staff consists of 21 permanent and a normal seasonal force of 20 temporary employees.

The project consists of construction of an office building, installation of utilities, access, and parking for visitors. The office building will be constructed on a seven-acre, Bureau-owned site which has space for the future development of an integrated district office complex including a warehouse, shops, garages, storage building, and a secure service yard adjacent to the office building. The remainder of these facilities will be programmed in future years.

Also included within this estimate is \$5,000 to construct 400 square feet of fallout shelter in the basement of the building, which has been approved by the Office of Civil Defense. The estimate also includes adequate funds to provide for sewage and water facilities in accordance with Executive Order No. 11258.

Survey and Design: \$50,000: The Bureau has a planned building program schedule for structures and their appurtenances. The preliminary survey and architectural design of buildings should be completed at least one year prior to the year proposed for construction. The amount of \$50,000 is included for accomplishment of the preliminary survey and design work for these projects.

Summary of the FY 1969 Building Construction Program

Idaho - Boise Interagency Fire Center (second phase).....	\$ 850,000
Oregon - Baker District Office Building	<u>153,000</u>
Subtotal	1,003,000
Survey and Design.....	<u>50,000</u>
Total	\$ 1,053,000

(b) Recreation Facilities: FY 1968, \$820,000; FY 1969, \$1,263,000, an increase of \$443,000 over FY 1968, exclusive of carry-over funds; and an increase of 12 positions.

Plan of Work: The primary objective of this program is to meet that portion of the national outdoor recreation needs in the West that can best be met by developing the natural recreation potential of the public lands such as (1) desert areas, (2) areas where the recreation season is longer than average; that is, areas which can be used for recreation for 180 days or more each year, (3) areas of recreation value within a two-hour driving distance of major western metropolitan centers, such as Los Angeles, San Francisco, the San Joaquin Valley, Phoenix, Reno, Las Vegas, Salt Lake City, Denver, Albuquerque, Boise, Portland, and Spokane, (4) areas of recreation value along major tourist routes, and (5) those areas having outstanding regional or national recreation attraction. Secondary objectives are to alleviate seasonal overcrowding in certain National Parks and National Forests of the West, to take advantage of the maximum use season on BLM lands, and to discourage the use of undeveloped sites which become unsafe, littered and unsanitary.

The FY 1969 program will provide facilities on 15 sites currently receiving heavy use and provide protection for one historic and one archeological site. These facilities will include 570 family units capable of accommodating an estimated 400,000 annual visitor days of intensive use.

Undeveloped sites are now receiving heavy public use which endangers the public health and threatens the resources. Development of facilities will reduce danger to recreationists and to the resources from the hazards of fires, water pollution, litter and open garbage.

Millions of Americans are now using the public lands for camping, picnicking, hiking, rock collecting, motorcycling, pack trips, hunting, fishing, water sports, and many other kinds of recreation. They find little or no development to accommodate their basic needs. Consequently, the land itself is abused, streams are polluted, trash is scattered over the grounds, wildfires result from campfires built in fire danger areas, and the lack of toilet and sanitation facilities creates hazards to health.

As tourist mobility, income and leisure time increase, the number of visitor to the public lands will climb to an estimated 48 million by 1973. Without an accelerated construction program, use of undeveloped areas of the public lands will increase causing consequent abuse and damage to the resource to the detriment of all people who use or visit them.

The land administered by the Bureau of Land Management represents the largest acreage in the nation already in Federal ownership, thus greatly reducing the development costs.

The historic site, Emigrant Trail in Wyoming, and the archeological site, the Lowry Ruins in Colorado, will be protected. Interpretive markers will be placed to help the public better understand, appreciate, and care for the values at these sites.

Funds are also requested to survey and design projects in advance of the fiscal year in which construction funds are made available. Advance survey and design results in more orderly development permitting use of the most economical design appropriate for the site.

The sites to be construction in FY 1969 are as follows:

<u>State</u>	<u>County</u>	<u>Project Name</u>	<u>Amount</u>
Alaska	---	White Mountains	\$ 43,000
Arizona	Pinal	Superstition Mountain	90,000
California	Shasta	Reading Island	118,000
California	Nevada	South Yuba-Round Mountain	36,000
Colorado	Hinsdale	Lake Fork	82,000
Colorado	Montezuma	Lowry Ruins	13,000
Idaho	Twin Falls	Salmon Falls	50,000
Montana	Madison	Ruby Reservoir	80,000
Nevada	Elko	Wilson Reservoir	105,000
Nevada	Elko	Ruby Marsh	80,000
New Mexico	Dona Ana	Organ Mountains	67,000
New Mexico	Santa Fe	Santa Cruz Reservoir	17,000
Oregon	Malheur	Owyhee Breaks	120,000
Oregon	Crook	Prineville	88,000
Utah	Juab	Little Sahara	37,000
Wyoming	Carbon	Plains	32,000
Wyoming	---	Emigrant Trail	5,000
All		Survey & Design	200,000
			\$ 1,263,000

Superstition Mountain Recreation Site: An example of one of the sites to be developed under this program is the Superstition Mountain Recreation Site in Arizona. The Superstition Mountain area is attractive not only because of its scenery and climate, but also is well known in the legends of the Old West as the area in which the Lost Dutchman Gold Mine is said to be located.

The site is located about 30 miles east of Phoenix, near the town of Apache Junction, and near a main highway Route U.S. 60-70. The site is adjacent to the Superstition Wilderness area in the National Forest. The National Forest recreation development resources are concentrated around Theodore Roosevelt Lake within the Forest itself. No development will be made in the wilderness area. The area of the proposed site receives heavy visitor use especially from the Phoenix area, and provides a pleasant contrast from desert scenery and relief from desert temperatures for residents and visitors in Arizona. The Superstition Mountain Site permits the development of non-water-based camping and picnicking facilities along the heavily used access road into the Forest, providing needed alternative facilities to those within the National Forest.

The FY 1969 phase of development would consist of 25 picnicking family units, 25 camping family units, 4 double toilet units, a water system, and interior roads and parking area, at a cost of \$90,000. The site is being surveyed and designed in FY 1968. The preliminary site plan was completed in FY 1967.

At present, the undeveloped site is receiving an estimated 10,000 visitor days of picnicking use and 4,000 visitor days of camping use. Development would protect the natural features of the area as well as eliminate health, sanitation and fire hazards. The site can accommodate additional development in future years to expand the number of family units, add interpretative features, and other facilities.

(2) Maintenance: FY 1968, \$1,630,000; FY 1969, \$1,840,000; an increase of \$210,000 over the amount available in FY 1968, exclusive of carry-over funds. The increase consists of:

	<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Explanation</u>
(1)	\$+105,000	+3	\$405,000	To maintain 403 new recreation family units and patrol existing recreation sites.
(2)	\$+105,000	+3	185,000	To accelerate the clean-up program on undeveloped recreation sites and unauthorized dump sites.
	<u>+210,000</u>	<u>+6</u>		

(a) Maintenance of Buildings: FY 1968, \$250,000; FY 1969, \$250,000; no change. The estimate of \$250,000 is the same amount as available in FY 1968.

Plan of Work: Many of the Bureau's buildings are old and require extensive maintenance. Maintenance includes roof and structural repairs, replacing interior partitions, and maintaining utilities and yards and grounds.

During FY 1969, the Bureau will maintain 470 buildings with a total of 607,000 square feet and an estimated replacement value of \$9 million. This data does not include Bureau maintenance of those units of the Boise Interagency Fire Center complex to be completed and in use during FY 1969.

(b) Operation and Maintenance of Recreation Facilities: FY 1968, \$380,000; FY 1969, \$590,000; an increase of \$210,000 over FY 1968, exclusive of carry-over funds.

Need for Increase: The Bureau operates and maintains existing recreation facilities in a manner that attempts to preserve the full utility of facilities over their useful life, to keep facilities safe, sanitary, and attractive for public use which discourages the use of unsafe and unsanitary undeveloped sites, and to protect facilities from damage arising from vandalism and mis-use. In areas where it is appropriate to do so, entrance and user fees will be collected on a basis which is both fair and equitable to all facility users.

The Bureau also is engaged in a program to clean up litter on approximately 400 undeveloped public lands recreation sites, to eliminate unauthorized dump sites, and to prevent further littering through a program of public education and cooperation with local government officials.

Plan of Work: One increase of \$105,000 will be used to maintain and operate new units constructed during FY 1968, to patrol several existing sites, and to improve maintenance of existing sites.

Of this increase, \$70,000 will be used to maintain, (repair, repaint, etc.) and operate, (regularly clean, collect, trash, service sanitary facilities, etc.), the 403 new family units at 13 sites to be constructed in FY 1968, and improve maintenance at several existing sites. The Bureau is now maintaining 2,067 existing recreation family units on the public domain.

The remaining \$35,000 will be used to adequately patrol recreation sites to prevent vandalism damage and to collect the entrance and user fees in heavy use areas such as Red Rock Canyon, Nevada; Lake Fork and Miracle Rock, Colorado; Owens Valley and Crowley Lake, California. The three additional personnel will also visit sites or be stationed at larger sites to prevent vandalism and misuse as well as perform operations work at the site.

The second increase of \$105,000 will be used to accelerate the cleanup program on undeveloped public lands recreation sites and unauthorized dump sites. The total of \$185,000 will enable the Bureau to clean-up about 400 undeveloped recreation sites and 8 dumps, to inventory the total clean-up problem, and to accelerate the program of public cooperation to preserve the natural beauty of the public land areas. The Bureau will also seek to initiate cooperative action with local officials in enforcing local anti-littering ordinances and to obtain enactment of local anti-littering ordinances where no such ordinances are presently in force. The public education program consists of obtaining spot public service announcements on local TV-radio stations, full implementation of the "Operation Cleanup" litter bag program throughout the public land States, and the placing of "Operation Cleanup" materials with local civic action groups and at places frequented by public lands users such as hunters' stops, locally operated recreation information stations along major highways, etc.

The cleanup of undeveloped sites will provide jobs in some economically depressed areas since the work will be contracted to local people wherever possible. In cases where the Bureau does the work, jobs will be provided for local people seeking seasonal work.

Many of the sites, such as hunter camps receive heavy use in a short time and need cleanup only once a year. There are about 50 of these sites. However, there are a rapidly growing number of sites which are receiving steady heavy use and which may require more frequent cleanup. They occur along heavily traveled roads and near large populated centers and they will be the prime targets for the "Operation Cleanup" educational program. These sites are also prime areas for future construction of facilities.

(c) Maintenance of Roads: FY 1968, \$1,000,000; FY 1969, \$1,000,000; no change. The estimate of \$1,000,000 is the same amount as available in FY 1968, exclusive of carry-over funds.

Plan of Work: The Bureau's network of roads and trails is maintained so that the road system is kept safe and passable.

The FY 1969 program plans for preventive maintenance on 6,000 miles of road and corrective maintenance on 800 miles of road. Maintenance of substandard roads will be kept to a minimum until funds are available for necessary reconstruction.

Roads not maintained when the need develops soon require more extensive maintenance which often doubles the maintenance cost per mile.

The Bureau has developed annual maintenance plans which provide the basis for these estimates.

ITEMIZATION OF ESTIMATE

Department of the Interior

Bureau of Land Management

Appropriation Title: Construction and Maintenance

	Actual 1967	Estimate 1968	Estimate 1969	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations....	\$ 3,141,756	\$ 4,134,680	\$ 4,561,000	\$+426,320
Unobligated balance available start of year.....	-749,436	-639,680	-405,000	+234,680
Unobligated balance. available end of year.....	639,680	405,000	----	-405,000
Appropriation.....	3,032,000	3,900,000	4,156,000	+256,000
<u>Obligation by Objects:</u>				
11.0 Personnel compen- sation.....	924,260	982,000	1,213,000	+231,000
12.0 Personnel benefits	46,282	54,000	63,000	+ 9,000
21.0 Travel and trans- portation of persons.....	83,050	85,000	100,000	+ 15,000
22.0 Transportation of things.....	73,045	80,000	90,000	+ 10,000
23.0 Rent, communications, and utilities....	2,494	5,000	5,000	----
24.0 Printing and repro- duction.....	509	1,000	1,000	----
25.1 Other services...	463,563	570,000	500,000	- 70,000
26.0 Supplies & materials	294,564	300,000	300,000	----
31.0 Equipment.....	45,342	50,000	50,000	----
32.0 Lands & structures	1,208,985	2,007,680	2,239,000	+231,320
Subtotal.....	3,142,094	4,134,680	4,561,000	+426,320
Quarters & subsis- tence charges....	- 338	----	----	----
Total Obligation.....	\$3,141,756	\$4,134,680	\$4,561,000	+426,320

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Public Lands Development Roads and Trails

Liquidation of Contract Authorization

Appropriation, 1968.....	\$2,600,000
Decrease in construction of public domain roads and trails.....	<u>2,600,000</u>
Subtotal.....	---
Increase in construction of public domain roads and trails.....	<u>4,500,000</u>
Budget estimate, FY 1969.....	<u>4,500,000</u>

Analysis by Activities

	<u>Actual 1967</u>	<u>Estimate 1968</u>	<u>Estimate 1969</u>	<u>Increase or Decrease</u>
Public Lands Development Roads and Trails.....	\$2,000,000	\$2,600,000	\$4,500,000	\$+1,900,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Public Lands Development Roads and Trails

Contract Authorization and Liquidation Program

	<u>Contract Authority Available</u>	<u>Obligations</u>	<u>Net Unpaid Obligations, Prior Year</u>	<u>Total Obligations</u>	<u>Expenditures</u>	<u>Net Unpaid Obligations Carried Forward</u>
<u>Fiscal Year 1967</u>						
Public Lands Development Roads and Trails (Total).....	\$ 6,791,000	\$1,303,714	\$1,192,674	\$2,496,388	\$1,871,392	\$ 624,996
<u>Fiscal Year 1968</u>						
Public Lands Development Roads and Trails (Total).....	10,487,000	3,500,000	624,996	4,124,996	2,972,198	1,152,798
<u>Fiscal Year 1969</u>						
Public Lands Development Roads and Trails (Total).....	10,487,000	3,500,000	1,152,798	4,652,798	4,500,000	152,798

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Public Lands Development Roads and Trails
(Liquidation of Contract Authorization)

Status of Cash Authorization for Liquidation of Contract Authorization			
	<u>1967</u>	<u>1968</u>	<u>1969</u>
Appropriation	\$2,000,000	\$2,600,000	\$4,500,000
Unexpended balance brought forward	243,590	372,198	---
Total available	2,243,590	2,972,198	4,500,000
Less: Expenditures	1,871,392	2,972,198	4,500,000
Unexpended balance	372,198	---	---

Need for Liquidating Cash: The Public Lands Development Roads and Trails (PLDR&T) program derives its obligating authority from the contract authority contained in the various Federal Aid Highway Acts; however, an appropriation of liquidating cash is required to make contract payments.

Since the first time that contract authority was provided in the Federal Aid Highway Act of 1962 for FY 1964, the cumulative liquidating cash appropriation has been less than the cumulative amount of programmed obligational authority. This was the result of the time lag which occurs in construction project funding between the date of contract obligation and the date of disbursement of funds to pay the contract.

The accompanying table shows the relationships among contract authority, the amount of programmed NOA and the appropriation of liquidating cash. The table indicates that without a FY 1969 cash appropriation of \$4,500,000 the lag between programmed NOA and cash would be \$5,140,000, and the lag behind contract authority would be \$11,640,000. This large a lag forces curtailment and delay of the construction of needed roads for lack of cash. The proposed FY 1969 cash appropriation of \$4,500,000 will restore the normal balance between cash and programmed NOA and permit orderly progress in contracting for needed road construction.

RECAPITULATION OF PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS STATUS OF NOA AND CASH

Fiscal Year	NOA under each F.A.H.A. (in \$1,000's)	NOA Progn'd by BLM (in \$1,000's)	Liquidating Cash Appropriation (in \$1,000's)
1963	2,000	-	-
1964	4,000	2,000	760
1965	2,000	2,500	2,500
1966	2,000	2,000	2,000
1967	3,000	2,000	2,000
1968	5,000	3,000	2,600
1969 est.	3,500	3,500	-
Total	21,500	15,000	9,860
1969 est. Cash Appropriation	-	-	4,500
	21,500	15,000	14,360

	Without FY 1969 cash	With FY 1969 cash
Unfunded Contract Authorization FY 1969	\$11,640	\$7,140

Planned Use of Contract Authority - FY 1969: The Bureau will have an obligation program of \$3,500,000 to construct new access roads in FY 1969. This program will permit grading of about 145 miles, surfacing of 72 miles, construction of 25 miles of trail and construction of 3 bridges. The estimate also includes an increase of 10 positions in order to accomplish survey and design in advance and easement acquisition.

An adequate road and trail system is essential to the proper management, use, protection, and rehabilitation of 457 million acres of public land administered by the Bureau. Much of the land is presently accessible only by primitive, unsafe roads and many thousands of additional acres are completely inaccessible because of lack of easements across surrounding private lands.

The Bureau has developed a comprehensive transportation plan. It consists of an inventory of existing roads and an estimate of future transportation facilities necessary for the development, protection, administration and utilization of the public land resources. To prevent duplication of systems planned by other agencies, the transportation plan has been coordinated with States and counties, and submitted to the Federal Highway Administration for review. The Bureau road system as planned provides needed access to public land and connects its varied resources to an established road system; that is, one approved by a State or Federal agency.

Construction standards vary from single-lane graded dirt roads for fire control to double-lane surfaced roads needed for heavy-use timber hauling and to meet multiple resource needs such as recreation. The major portion of the existing transportation system consisting of approximately 50,000 miles, does not meet present use standards. Much of the system was constructed during the 1930's and 1940's and now cannot be safely traveled by a passenger car. Many of the existing roads can be used only seasonally, are unsafe for public use and cannot be maintained economically. To rectify this situation, these roads should be reconstructed to bring them to a design standard consistent with present day usage.

A summary of the road program for FY 1969 by State is as follows:

Alaska	\$ 70,000
Arizona	347,000
California	328,000
Colorado	142,000
Idaho	199,000
Montana	227,000
Nevada	247,000
New Mexico	202,000
Oregon	262,000
Utah	148,000
Wyoming	203,000
Survey and Design and Easement Acquisition	1,125,000
TOTAL	3,500,000

ITEMIZATION OF ESTIMATE

Department of the Interior Bureau of Land Management
 Appropriation Title: Public Lands Development Roads and Trails
 (Liquidation of contract authorization)

	Actual 1967	Estimate 1968	Estimate 1969	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations....	\$ 1,303,714	\$3,500,000	\$3,500,000	\$ ----
Unobligated balance available start of year (contract authorization).....	-3,790,916	-5,487,202	-6,987,202	-1,500,000
Unobligated balance available end of year (contract authorization).....	5,487,202	6,987,202	6,987,202	----
Unfunded balance, start of year.....	4,740,000	5,740,000	8,140,000	+2,400,000
Unfunded balance, carried forward.....	-5,740,000	-8,140,000	-7,140,000	+1,000,000
<u>Appropriation to liquidate contract authorization.....</u>				
	2,000,000	2,600,000	4,500,000	+1,900,000
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation.....	446,753	487,000	689,000	+ 202,000
12.0 Personnel benefits	21,125	32,000	44,000	+ 12,000
21.0 Travel and trans- portation of persons.....	53,829	75,000	75,000	----
22.0 Transportation of things.....	29,813	100,000	100,000	----
23.0 Rent, communications, and utilities....	1,762	2,000	2,000	----
24.0 Printing and repro- duction.....	375	5,000	5,000	----
25.1 Other services....	62,688	100,000	100,000	----
26.0 Supplies & materials	17,551	50,000	50,000	----
31.0 Equipment.....	6,208	50,000	50,000	----
32.0 Lands & structures	663,724	2,599,000	2,385,000	- 214,000
Subtotal.....	1,303,828	3,500,000	3,500,000	----
Quarters & subsis- tence charges....	-114	----	----	----
Total Obligations.....	\$1,303,714	\$3,500,000	\$3,500,000	----

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and California Grant Lands

Appropriation, 1968.....		\$10,881,000
Unobligated balance from prior years (included in this		
unobligated balance is \$1,589,354 for Forest Service).....		<u>3,132,691</u>
Total available for obligation.....		<u>14,013,691</u>

Decreases:

Construction and acquisition of access roads (included in		
this decrease is \$2,714,354 for Forest Service).....	\$10,054,771	
Forest development and protection.....	2,513,932	
Operation and maintenance.....	1,325,988	
Emergency road repair.....	<u>119,000</u>	
Subtotal.....		<u>14,013,691</u>

Increases:

Construction and acquisition of access roads (included in this		
increase is \$1,005,000 for Forest Service).....	\$ 6,265,000	
Forest development and protection.....	2,340,000	
Operation and maintenance.....	<u>1,350,000</u>	
Total available for obligation.....		9,955,000
Add: Unobligated balance available at end-of-year.....		<u>2,220,000</u>
(includes \$120,000 USFS)		
Budget estimate, 1969.....		<u>12,175,000</u>

OREGON AND CALIFORNIA GRANT LANDS

Analysis by Activities

	Amount available 1968	Estimated total available	Fiscal Year 1969		Total available 1969 compared to total avail- able 1968	Page ref.
			Unobligated balance available at end of year	Budget estimate		
1. Construction and acquisition.....	\$10,054,771	\$6,265,000	\$2,220,000	\$8,485,000	\$-3,789,771	89
2. Forest development and protection....	2,513,932	2,340,000	---	2,340,000	- 173,932	96
3. Operation and maintenance.....	1,325,988	1,350,000	---	1,350,000	+ 24,012	98
4. Emergency road repair and recon- struction.....	119,000	---	---	---	- 119,000	--
Total.....	14,013,691	9,955,000	2,220,000	12,175,000	-4,058,691	

JUSTIFICATION

Appropriation Title

Oregon and California Grant Lands \$12,175,000

Under this title an amount equal to 25% of the gross receipts from sales of timber and other products on the revested Oregon and California Railroad Grant Lands is appropriated for the construction, acquisition, operation, and maintenance of access roads and other improvements and for forest management, reforestation and protection on the revested Oregon and California Grant Lands counties of Oregon.

The O&C Act provides that the O&C counties shall receive 75% of the gross revenues from these lands. By arrangement with the Association of O&C counties, one-third of the amount due them from receipts, which is 25% of the gross receipts, is deposited to the General Fund of the Treasury as reimbursement for the amount appropriated under this title.

The estimate for FY 1969 for this appropriation is \$12,175,000 an increase of \$1,294,000 over FY 1968, exclusive of carry-over funds. This increase does not require additional positions.

(1) Construction and Acquisition \$8,485,000

The FY 1969 estimate of \$8,485,000 is an increase of \$1,264,000 over FY 1968 exclusive of carry-over funds. The program is for construction of access roads and recreation facilities in in western Oregon.

(a) Access Roads - \$8,090,000

The amount of \$8,090,000 includes \$930,000 for the Forest Service. The BIM amount of \$7,160,000 is an increase of \$1,264,000 over the amount available for 1968 exclusive of carry-over funds. Of the FY 1969 availability, \$2,100,000 will be deferred to FY 1970. These funds will be used for the construction, improvement, and acquisition of roads and bridges in support of the management of the O&C revested lands in western Oregon, including roads to be constructed by the Forest Service on O&C lands administered by that agency. Also included is reconnaissance, survey and design, rights-of-way agreements, and acquisition of easements.

The access road system should be planned sufficiently ahead of actual sales to provide access to undeveloped areas of mature, over-mature, decadent, and scattered salvage timber stands to insure a well-balanced schedule of timber harvest. Access affords bidding opportunities to all prospective timber buyers.

During FY 1969 the BIM portion is planned at 19 miles of surfacing and 39 miles of grading, acquisition of easements, rock production for road repair and surfacing, and construction of bridges.

(b) Recreation Construction - \$395,000

The estimate of \$250,000 for BIM recreation construction is the same amount as available for 1968, exclusive of carry-over funds. The Forest Service recreation construction program is \$145,000 of which \$120,000 will be deferred to FY 1970.

Access roads have opened many previously remote areas with high recreational value. Unregulated use of these areas by an increasing number of the public creates fire and pollution hazards which endanger both the resources and the using public. This program minimizes or eliminates the hazards of unregulated use by providing potable water and sanitary picnic and camping facilities in carefully selected areas.

The BIM program will develop 50 family units at the Green Peter reservoir site located within 140 miles of the majority of the population of Oregon. Additionally, 10 established sites will be renovated and completed by the addition of the basic sanitary facilities in order to accommodate more use and to permit their designation as fee collection sites. The eleven sites will provide 139 family units with capacity of 100,000 annual visitor days.

Details of the construction and acquisition program are shown in the following tables:

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1968 Program
Construction and Acquisition

Availability:

Unobligated balance as of 6/30/67, brought forward..... (included in this unobligated balance is \$1,589,354 for Forest Service)	\$ 2,833,771
Fourth Quarter FY 1967 receipts warranted in July 1967..	+3,098,000
Estimated authorization, FY 1968.....	7,221,000
Less: estimated fourth quarter FY 1968 receipts warranted in July 1968.....	<u>-3,098,000</u>
Available for 1968 program.....	<u>10,054,771</u>

Utilization:

Bureau of Land Management:

Planning, reconnaissance	\$ 500,000	
Acquisition	544,326	
Recreation construction	<u>479,385</u>	
		1,523,711

Bureau of Public Roads:

Surveys	295,000	
Road Construction	5,517,636	
Recreation Construction	<u>4,070</u>	
		5,816,706

Forest Service:

Construction of roads	2,128,154	
Recreation Construction	<u>586,200</u>	
		2,714,354
		<u>\$10,054,771</u>

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1968

<u>System</u>	<u>Project</u>	<u>Amount</u>
S.Fk. Alsea	S.Fk. Alsea, surfacing 6.0 miles	\$ 250,000
Coast Fork	Big River, grading 1.0	120,000
Lost Creek	Eagles Rest IO, surfacing 7.0	225,000
Lost Creek	Greenleaf Creek, grading 4.0	270,000
Cow Creek	Boulder Creek, grading 8.0	500,000
Cow Creek	Union Creek, grading 3.5	200,000
Rock Creek	Rock Creek, surfacing 8.1	660,000
Glendale	Cow Creek C, riprap & slide removal 3.0	244,000
Glendale	Cow Creek C, surfacing 3.0	120,000
Reuben	Mt. Reuben, surfacing 4.5	120,000
S.Fk. Little Butte	Soda Creek, surfacing 6.0	150,000
Reuben	Whiskey Creek, surfacing 5.0	200,000
Elk Creek	Elk Creek, grading 6.3	200,000
N.Fk. Coquille	N.Fk. Coquille Rv., surfacing 5.0	315,000
South Remote	South Remote, Br. & Grad.	150,000
	Rock Production	1,197,636
	Slide Correction	211,000
	Bridges	<u>385,000</u>
Total Road Construction Program, BLM LANDS (including carry-over funds)		\$5,517,636

Detail of Road Construction Program, Forest Service Lands, FY 1968

<u>National Forest</u>	<u>Project</u>	<u>Amount</u>
Siskiyou	Section J, Agness Road	\$ 400,000
Siskiyou	Agness Road slide removal	200,000
Siskiyou	Agness Road bridge approaches	75,000
Siskiyou	Bear Camp Road	2,500
Willamette	Waldo Lake Road	45,000
Umpqua	North Umpqua-Lemola Loop Road surfacing	134,000
Umpqua	Fairview Road	380,000
Winema	Lake of Woods Road, West Side	55,000
Winema	Lost Creek Road	150,000
Winema	Dead Indian Road	135,000
Mt. Hood	Eagle Creek Road	250,000
Rogue River	Wagner Gap Road	150,000
Siuslaw	Hadsall Creek Road	140,000
	Miscellaneous work	<u>11,654</u>
	Total Road Construction, USFS Lands (including carry-over funds)	\$2,128,154

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1969 Program
Construction and Acquisition

Availability:

Estimated fourth quarter FY 1968 receipts warranted in July	\$3,098,000
Estimated authorization, FY 1969	8,485,000
Less: Unobligated balance, end of year FY 1969	-2,220,000
Less estimated fourth quarter FY receipts warranted in July	<u>-3,098,000</u>
Available for 1969 program	6,265,000

Utilization:

Bureau of Land Management:

Planning, reconnaissance	\$ 500,000	
Acquisition	519,000	
Recreation construction	<u>250,000</u>	1,269,000

Bureau of Public Roads:

Surveys	295,000	
Construction of roads	<u>3,746,000</u>	4,041,000

Forest Service:

Construction of roads	930,000	
Recreation Construction	<u>25,000</u>	<u>955,000</u>
Total 1969 program		\$6,265,000

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1969

<u>System</u>	<u>Project</u>	<u>Amount</u>
Molalla	Table Rock, grading 8.0	\$ 445,000
McKenzie	Marten Ridge Road, grading 6.6	255,000
Rock Creek	Rock Creek, grading 4.5	550,000
Grave Creek	Grave Creek, grading & surfacing 15.0	450,000
Grave Creek	Goolaway Gap, surfacing 4.0	180,000
Sitkum Ridge	Weaver Road, grading 5.0	390,000
	Rock Production	1,126,000
	Bridges	<u>350,000</u>
	Total Road Construction Program, BLM Lands	\$3,746,000

DETAIL OF ROAD CONSTRUCTION PROGRAM, FOREST SERVICE LANDS, FY 1969

<u>National Forest</u>	<u>Project</u>	<u>Amount</u>
Siskiyou	Section Alpha, Agness Road	\$500,000
Siskiyou	Crooked Rifle Road	70,000
Willamette	Waldo Lake-Deschutes Tie Road	60,000
Mt. Hood	Abbott Creek Road	<u>300,000</u>
	Total Road Construction, U.S.F.S. Lands	\$930,000

(2) Forest Development, Protection, and Management

\$2,340,000

(a) Forest Protection - \$800,000

The estimate of \$800,000 is the same as the amount available in FY 1968 exclusive of carry-over funds.

BLM contracts for fire protection on approximately 2.4 million acres of forested O&C and public domain lands in western Oregon. These contracts are negotiated with the State of Oregon and the Forest Service on a rate per acre that is based on their average costs for the last five years for fire suppression and the fire prevention program. The Bureau contributes to presuppression and control measures by removal of snags, slash disposal, and construction of fire-breaks. Further, BLM maintains an active program of enforcement and investigation on man-caused fires.

(b) Forest Development - \$980,000

The estimate of \$980,000 is an increase of \$130,000 over 1968 exclusive of carryover funds. The sustained yield forest management in western Oregon is predicated on an inventoried land base which is capable of producing commercial timber. To maintain yearly output at a steady rate, all the contributing land included in the inventory must be producing. These funds will permit harvested areas to be reforested on a current basis and continue the sustained yield productivity. A total of 23,000 acres are planned for reforestation in FY 1969.

An increase of \$50,000 will be used to restore the seed inventory to an adequate balance with expected seed requirements. Heavy crops of Douglas Fir seed in western Oregon occur only at five to seven year intervals. Between heavy seed falls, there are frequent crop failures and light production. Seed banks were depleted to provide for rehabilitation after the Oxbow burn. The seed inventory must be replenished in order to remain current in reforestation of the O&C areas.

Every practical consideration is made for areas to regenerate naturally. However, it has been found that only one-half of these areas would regenerate naturally within ten years. This would mean a \$1.5 million growth loss in that time, plus site deterioration and erosion. Improvement work to prepare for planting and seeding is planned for 1,100 acres and stand improvement on 500 acres to accelerate growth in selected young timber stands on excellent sites.

Multiple use of western Oregon timber lands will be improved by using \$30,000 for stabilization and barrier clearance on about 60 miles of stream. This work will provide coho salmon, steelhead, and sea-run cutthroat trout with access to valuable spawning beds in the Oxbow fire areas.

Forest Service; \$50,000 of the increase will be used by the Forest Service to accomplish 530 acres of reforestation and 770 acres of stand improvement on the Siuslaw, Umpqua and Winema National Forests.

(c) Forest Management - \$560,000

The estimate of \$560,000 is a decrease of \$200,000 as a result of completion of the Oxbow fire salvage operations.

The 140 million board feet of timber sold under this program is included with sales listed on page 39 under Forest Management, western Oregon (MLR Appropriation), to illustrate in full the volume of timber sold in western Oregon. Readily marketable timber from young stands in western Oregon which will benefit from thinning and older stands where mortality loss occurs is salvaged under this program. This silvicultural practice results in faster growth on the remaining trees, and a greater total harvest from the stand.

(3) Operation and Maintenance \$1,350,000

The amount of \$1,350,000 is an increase of \$100,000 over the amount available for FY 1968, exclusive of carry-over funds. It is to provide adequate maintenance of access roads and recreation facilities on Bureau lands in western Oregon.

(a) Roads - \$1,200,000

The amount of \$1,200,000 is an increase of \$100,000 over FY 1968 availability exclusive of carry-over funds. The \$100,000 increase is needed to maintain roads constructed in FY 1968. The total amount coupled with contributed maintenance funds will provide maintenance for some 2,000 miles of timber access roads. These roads must be kept in usable condition to insure an even flow of logs to the mills, particularly during the rainy season when inadequately maintained roads rapidly deteriorate. Washouts are costly both in repair and in the economic loss suffered by the mill operator and the logger. Road maintenance fees paid by purchasers of government timber and other commercial users are in addition to the appropriated maintenance funds.

(b) Recreation Facilities - \$150,000

An amount of \$150,000, the same amount as available in FY 1968 exclusive of carry-over funds, is requested to operate and maintain existing recreation facilities. These areas are all near population centers and are annually receiving more recreation use. Heavy use increases the maintenance effort. This program provides adequate services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe and general repair and maintenance of facilities.

ITEMIZATION OF ESTIMATE

Department of the Interior

Bureau of Land Management

Appropriation Title: Oregon and California Grant Lands

	Actual 1967	Estimate 1968	Estimate 1969	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations	\$11,030,730	\$14,013,691	\$9,955,000	\$ -4,058,691
Unobligated balance available, start of year.....	-2,667,741	-3,132,691	----	+3,132,691
Unobligated balance available, end of year.....	3,132,691	----	2,220,000	+2,220,000
Appropriation.....	11,495,680	10,881,000	12,175,000	+ 1,294,000
<u>Obligations by Objects:</u>				
11.0 Personnel compensa- tion.....	2,262,089	2,365,000	2,350,000	- 15,000
12.0 Personnel benefits	149,757	162,000	155,000	- 7,000
21.0 Travel and trans- portation of persons.....	292,457	270,000	254,000	- 16,000
22.0 Transportation of things.....	188,555	210,000	189,000	- 21,000
23.0 Rent, communica- tions, and utilities.....	44,534	40,000	40,000	----
24.0 Printing and reproduction.....	6,346	7,000	5,000	- 2,000
25.1 Other services....	1,262,498	2,340,000	2,350,000	+ 10,000
25.2 Services of other agencies.....	1,267,000	1,113,000	989,000	- 124,000
26.0 Supplies and materials.....	539,896	671,000	624,000	- 47,000
31.0 Equipment.....	10,784	29,000	25,000	- 4,000
32.0 Lands and structures.....	5,036,814	6,806,691	2,974,000	-3,832,691
Subtotal.....	11,060,730	14,013,691	9,955,000	-4,058,691
Portion of foregoing obligations originally charged to object 32	-30,000	----	----	----
Total Obligations.....	\$11,030,730	\$14,013,691	\$9,955,000	\$-4,058,691

JUSTIFICATION

Range Improvements, Bureau of Land Management (receipt limitation)

Appropriation 1967	Appropriation 1968	Estimate 1969	Increase (+) Decrease (-)
\$1,473,644	\$1,443,854	\$1,500,000	\$+56,146

Range Improvements is an annual, indefinite appropriation derived from the Range Improvement Fund established by law (43 U.S.C. 315). The increase of \$56,146 equals the anticipated increase in the amount of receipts to be collected in FY 1968. Included also are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by various Executive Orders.

The objective of this program is to support range management on deteriorated and declining range lands to restore and sustain forage production and complement the watershed treatment and wildlife habitat improvement programs. Lands valuable for forage production are usually also valuable upland watersheds and important wildlife winter ranges or habitat areas.

Plan of Work: In FY 1969, the plan of work includes the construction of 612 miles of fence and 307 water developments. These added improvements will permit implementation of multiple-use management plans for lands which are important for forage production, as watersheds, and as wildlife habitat. Land improvements resulting from this increase will provide additional forage for livestock and wildlife.

The undesirable alternative is to continue the present management methods on the areas involved, which would result in periodic reductions in livestock use as range condition continues to decline.

Status of Program

This is a continuing program for maintenance and construction of range improvements to further the objectives of conservation and proper use of the forage resources on the public lands.

ITEMIZATION OF ESTIMATE

Department of the Interior

Bureau of Land Management

Appropriation Title: Range Improvement (receipt limitation)

	Actual 1967	Estimate 1968	Estimate 1969	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations....	\$1,471,610	\$1,500,000	\$1,500,000	\$ ----
Unobligated balance available, start of year.....	-184,399	-186,433	-130,287	+ 56,146
Unobligated balance available, end of year.....	186,433	130,287	130,287	----
Appropriation.....	1,473,644	1,443,854	1,500,000	+ 56,146
<u>Obligations by Objects:</u>				
11. Personnel compen- sation.....	614,197	676,000	688,000	+ 12,000
12. Personnel benefits	31,043	35,000	36,000	+ 1,000
21. Travel and trans- portation of persons.....	38,499	40,000	40,000	----
22. Transportation of things.....	66,893	70,000	70,000	----
23. Rent, communications and utilities.....	3,730	5,000	5,000	----
24. Printing and repro- duction.....	----	1,000	1,000	----
25. Other services....	433,306	382,000	369,000	- 13,000
26. Supplies and materials.....	268,441	275,000	275,000	----
31. Equipment.....	15,501	16,000	16,000	----
Total obligations.....	\$1,471,610	\$1,500,000	\$1,500,000	----

BUREAU OF LAND MANAGEMENT

Administrative Provisions

Passenger motor vehicles:

Authorization is requested for the purchase of one passenger vehicle for replacement only. The replaced vehicle will have met the standards as to age or mileage.

This vehicle is used by field personnel in the administration of the public lands for grazing, forestry, fire suppression, and for land examination and investigation duties on widely scattered areas.

Vehicles to be purchased:

Number	1
Gross Cost.....	\$1,600

Old vehicles to be exchanged:

Number.....	1
Allowance.....	\$ 250
Net Cost.....	\$1,350

Aircraft:

Authorization is requested to acquire one additional aircraft by transfer from another agency's surplus. This authorization is requested contingent upon the unavailability of the aircraft authorized for acquisition in FY 1968, and will be used only if the Bureau is unable to acquire the aircraft authorized in the FY 1968 administrative provisions.

This aircraft, a C-121 or equivalent, will be used at the Fire Center, Gowen Field, Boise, Idaho for the transportation of fire fighters, smokejumpers, equipment and supplies.

Aircraft to be acquired from excess source:

Number.....	1
Cost.....	\$ -0-

